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**THE ROLE OF STREET-LEVEL BUREAUCRATS IN ACCESS
TO EDUCATION. A CASE OF THE IMPLEMENTATION OF
THE PERSONS WITH DISABILITY ACT OF GHANA**

By

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DEDICATION

This work is dedicated to my mother, Madam Patience Agyemang, my husband, Mr. Albert Buabeng, and the wonderful people who inspired and motivated me to get this far.

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ABBREVIATIONS

CS: Circuit Supervisor

CVIP: Centre for Visually Impaired Students

DPO: Disabled Persons Organizations

ESP: Education Strategy Plan

GES: Ghana Education Service

IEP: Inclusive Education Policy

MGCSP: Ministry of Gender, Children and Social Protection

MoE: Ministry of Education

NCCA: National Council for Curriculum and Assessment

NCPD: National Council of Persons with Disability

NCTE: National Council for Tertiary Education.

OSSN: Office for Students with Special Needs.

PWD: Persons with Disability

PWDA: Persons with Disability Act

SEU Special Education Unit

SLB: Street-Level Bureaucrat

NCRPD: United Nations Convention on the Rights of Persons with Disability.

ABSTRACT

The Persons with Disability Act (PWDA) was passed in 2006, to address the needs of persons with disability in Ghana. The Act's eight (8) main provisions outline the respective areas in the lives of the persons with disability that the policy seeks to address. The provision on access to education outlines the educational needs and the services that should be provided to the persons with disability. Besides, although the policy's objectives are clearly outlined, there is no emphasis on the public workers (teachers) whose responsibility is to deliver a greater part of these services, including establishing appropriate measures on how they should perform their role. The role that teachers perform in their day to day classroom teaching activities, and the services they render to disabled students in enormous ways influence the extent to which the policy will be implemented effectively. Conditions of work in the environment of the street-level bureaucrat have a high tendency to influence the decisions the street-level bureaucrat take when implementing policy at the frontline. (Lipsky, 2010)

Using the Theory of Street-Level bureaucracy, this study sought to examine how the role of the teachers, as street-level bureaucrats, influenced the implementation the of the PWDA's provision on education of persons with disability at the basic, secondary and tertiary levels of education. Problem of resources, goals, performance measures and relations with clients were identified as four variables influencing the role of teachers, as an intervening variable, which affects the implementation of access to education for the persons with disability.

Through a triangulation of qualitative data collection methods such as in-depth face-to-face interviews, direct observations and documentary data, the study examined the factors that influenced the role of the teachers, and how the role of the teachers influenced the implementation of access to education for persons with visual impairment and persons with hearing impairment in three public schools in the Eastern region and one public university in the Greater Accra region of Ghana. The respondents included 10 teachers, 2 head teachers, 9 visually impaired and hearing impaired students, 2 coordinators and one resource person. The data obtained from the field, in the form of audio recordings, notes and documentary data were transcribed into text, and responses were categorised with codes and themes for analyses and discussions.

The findings of the study showed that, the conditions of work of the teachers, influenced the implementation of the PWDA's provision on education of persons with disability. That is, the factors- problem of resources, goals, performance measures and relation with clients, were seen to influence the role of the teachers and the decisions they take in providing access to education for the persons with disability. It was further noted that, there is a variation in the extent to which the teachers develop coping mechanisms to deal with the challenges and indeterminacies that confront them in the course of their work. The findings reveal that, the teachers' capacity as trained special educators have a significant influence on the extent to which they are able to develop coping mechanisms when the situation calls for it.

The study therefore concludes that, the coping strategies that street-level bureaucrats develop when they encounter indeterminacies in their work have implications for the outcome of policy implementation at the front-line.

CHAPTER ONE: INTRODUCTION

1.0 BACKGROUND OF THE STUDY

The Persons with Disability Act (PWDA) was passed in 2006 to address the needs of Persons with Disability (PWD) in Ghana. Sixty-one (61) clauses are outlined in this legal framework which implies the coming into force of various service providers and stakeholders responsible for implementing the policy. It can be said that, a blacksmith is better able to shape his metal into a desired object, likewise the characteristics and discretion of a street-level bureaucrat informs his role in providing services to clients. The PWDA has eight main sections, however, this study focuses on the third section- education of persons with disability. One responsibility of the Ministry of Education (MOE) is to ensure that teachers are specially trained, and equipped with the necessary guidelines and resources to provide education to persons with disability with regards to their respective abilities and needs. “Special Education schools have been established in all regions and integrated schools have been established in a few targeted districts under the Special Education Division.” (Casely-Hayford et al. 2011: 10). That is, there are some public schools which are special schools for persons with particular forms of disability such as visual impairment, hearing impairment, mental/psychological impairments, to mention but a few. The integrated schools are mostly public schools for both students without disabilities as well as students with disabilities. The provision on education of persons with disability, seeks to ensure the provision of the following services as outlined in the PWDA:

- Education of a child with disability
- Facilities and equipment in education institutions
- Free education and special schools
- Appropriate training for basic school graduates
- Refusal of admission on account of disability
- Special education in technical, vocational and teacher training institutions
- Library facilities. (Ghana Federation of the Disabled, 2008)

The provision on access to education in the PWDA highlights these rights as entitlements for the persons with disability, hence the government of Ghana has taken measures to put them in practice. The Ministry of Gender, Children and Social Protection (MGCSP) has reiterated at numerous platforms of the state’s objective of revising the PWDA to meet international standards, as the government of Ghana is a party to the ratification of the ¹United Nations Convention on the Rights of Persons with Disabilities (UNCRPD). Besides, a ten-year moratorium was appended since the PWDA was passed in 2006 with the view that, the policy would be effectively implemented by the end of the tenth year, that is, the year 2016. The complexity of the policy is coupled with addressing the needs of different categories of persons with

¹ The United Nations Convention on the Rights of Persons with Disabilities seeks to promote the rights of persons with disabilities in the world. Countries that have ratified the convention are expected to incorporate the tenets of the Convention in their policies and programmes involving the rights of persons with disabilities.

disability and the service providers, who happen to be peculiar actors in the implementation process. Concerning the Education Strategy Policy of Ghana for 2003-2015, it is argued that, “the latest available statistics (2001/2002) shows that there are 24 public institutions in Ghana dealing with special education, which caters for approximately 5,000 students. In addition, there exist 6 institutions that basically are mainstream in their administrative placement and offer education on a second cycle and post second cycle level.” (Ghana Federation of the Disabled, 2015). Some of these institutions thus happen to be inclusive schools while the rest are special schools, specifically designed with respect to some of the categories of disability. Besides, the inclusive schools usually have a smaller number of students with disabilities as compared to the students without disabilities.

One aspect of implementing a public policy entails persons who are responsible for rendering services to citizens, otherwise known as street-level bureaucrats who exercise their discretion to address the demands of service users of particular policies and programmes. Some of the teachers in these institutions are specially trained teachers for teaching particular categories of disabled persons while others are not. Hence, the role they play as service providers in these institutions could be informed by the conditions of their work, which may inform the extent to which they play a role in the implementation process in providing access to education for persons with disability. The main purpose of this study was thus to examine the factors that influence the role and choices of teachers in providing access to education for persons with disability.

1.1 STATEMENT OF RESEARCH PROBLEM

Street-level bureaucrats could be perceived as intermediaries between the government and beneficiaries of state-provided services, and thus their actions could be as well influenced by the state’s control. The Persons with Disability Act (PWDA), like other educational policies in Ghana such as the ²inclusive education policy, has specifically emphasized on the need for access to education for persons with disability. The emphasis has continuously been placed on how the persons with disability are entitled to an equal access to education, provision of necessary services, free education, and the fact that persons with disability should not be refused admission to school based on their disability. However, the role of the street-level bureaucrats who would provide a greater part of this service are barely considered in the implementation process. “They are constantly torn by the demands of service recipients to improve the effectiveness and responsiveness and by the demands of citizen groups to improve the efficacy and efficiency of government services.” (Lipsky, 2010, p. 4). Street-level bureaucrats (SLB) are thus expected to ensure that government policies and programmes are put into reality, so to speak. However, the conditions of their work and the discretion they exercise in discharging their duties are rarely considered when policies are formulated and implemented.

² The Inclusive Education Policy seeks to provide an inclusive and effective educational system for different category of citizens in Ghana, including the different categories of persons with disability. The implementation of the policy was set to commence in 2015.

The term ‘street-level bureaucrat’ is used in this study to refer to the teachers who directly interact with persons with disability in ensuring that they attain an access to education as stipulated in the PWDA. The purpose of this study is to examine the factors that influence the role performed by teachers, and how their role influences the implementation of the policy’s provision on education of persons with disability. Thus, an aspect that has mainly been overlooked in the implementation of the PWDA is the need to efficiently incorporate the factors that characterise the work of street-level bureaucrats and in this case, the teachers, and the role they play to adequately ensure that the persons with disability have access to education. In Lipsky’s (2010) theory on street-level bureaucracy, he perceives the reactions of service providers to their clients as highly characterised by the conditions of their work, hence influencing the effective implementation of policies and programmes at the frontline.

1.2 OBJECTIVES OF THE STUDY

In implementing policy, street-level bureaucrats exercise their discretion and tend to make certain decisions which affect the lives of service users, hence they could be held responsible when a policy is to change. “Contemporary views of education mitigate against detailed instructions to teachers on how and what to teach, since the philosophy prevails that to a point every child requires a response appropriate to the specific learning context.” (Lipsky, 2010, p. 15). It can be inferred from this argument that, educational policies and programmes place less emphasis on the fact that precise measures, resources and conducive teaching environment define the way the policy turns out to be. The main objective of the study was to examine how the role of teachers influenced the access to education for the persons with disability. Thus, the following are specific objectives that the study explored.

1. To examine the factors that influenced the role of teachers.
2. Examine how the role of teachers influenced the extent to which they provide access to education for the persons with disability.
3. To find out if there is a variation in the role and choices of the teachers at the basic, secondary and tertiary levels of education.

1.3 SCOPE OF THE STUDY

The study focused mainly on the teachers (street-level bureaucrats) who teach persons with disabilities (service beneficiaries/clients). The primary focus was to examine the factors that influenced the role and choices of teachers in their services of providing access to education for PWD. These street-level bureaucrats serve as intermediaries between the government and citizens by implementing policy, and delivering services directly to citizens. The Persons with Disability Act serves as the policy framework with the specific focus on the third provision on education of persons with disability. ³In this regard, the study was limited to three public schools (Akropong School for the Blind, Mampong Demonstration

³ Akropong School for the Blind is a special school for the visually impaired, while Mampong Demonstration School for the Deaf is a special school for the hearing impaired. Okuapemman Senior High School and University of Ghana are both inclusive educational settings.

School for the Deaf, and Okuapemman Senior High School) and one public university (University of Ghana) as the four cases of the study. These schools and university were also selected for a comparative analysis on the variation of the role of the teachers at the basic, secondary and tertiary levels of education. The study was also limited to two categories of persons with disability namely the visually impaired and the hearing impaired. The two categories are referred to as Persons with Disability (PWD) in the study. The categories of participants in the study include teachers, head teachers, students, resources persons and coordinators.

1.4 RESEARCH QUESTIONS

“The central research question is a broad question that asks for an exploration of the central phenomenon or concept in a study.” (Creswell, 2014, p. 139). In this regard, the main research question for the study is: *What are the factors that influence the role and choices of teachers on access to education for persons with disability?*

The following sub-questions were developed to narrow down the focus of the study and explore for even more in-depth answers:

- a. What are the conditions of work that influence the role of the teachers?
- b. How does the role of the teachers affect the persons with disability’s access to education?
- c. How do the persons with disability perceive the role and choices of teachers in ensuring their access to education?

1.5 SIGNIFICANCE OF THE STUDY

Studying the implementation of the PWDA in Ghana has been an expedition of many researchers, largely with a focus on the outcome of the policy to service users. However, little emphasis has been placed on the street-level bureaucrats who directly interact with PWD in the course of implementing the policy. The provision on education of persons with disability in the PWDA implies a responsibility on teachers who provide a larger part of this service. Other policies such as the inclusive education policy also stresses on PWD having unimpeded access to education and a reminder to teachers on the responsibility that comes with this service. However, the conditions that characterise the work of these teachers in discharging their duties is barely taking into consideration. “Street-level bureaucrats work in situations that often require responses to the human dimensions of situations.” (Lipsky, 2010, p. 15). Hence an incorporation of the role of teachers in the implementation of the policy is noteworthy. The study is thus significant in the quest to fill a gap and highlight an essential part of the literature that is mostly overlooked by policy implementers and researchers respectively.

1.6 ORGANIZATION OF THE THESIS

The study has been organized into seven main chapters. A brief overview on the respective chapters are as follows:

Chapter one of this thesis incorporates the background of the study, statement of research problem, objectives of the study, scope of the study, research questions, and significance of the study.

Chapter two incorporates the literature review and theoretical framework for the study. It features a conceptual foundation of relevant concepts for the study, literature review on street-level bureaucracy and policy implementation. In addition, the chapter discusses education of persons with disability, theoretical approach to the study, and the analysis and framework of the variables of the study.

Chapter three discusses the methodological approach adopted in the study. The chapter presents and outlines the basis for the research approach adopted in the study, the research design, area of study, unit of analysis, the sampling methods as well as the sample size of participants for the study. It also features the methods of data collection and data analysis, the quality of the study, as well as the limitations of the study.

Chapter four presents an overview of the Persons with Disability Act (PWDA) of Ghana, specifically, on the provision on education of persons with disability. It discusses the state of access to education for persons with disability with four main indicators being- formal registration, support services and facilities, and participation.

Chapter five presents the findings and discussions on the factors that influence the role of teachers. These factors include problem of resource, goals, performance measures, and relations with clients. It thus analyses the relationship between the independent variables and the intervening variable of the study.

Chapter six is the second empirical chapter that presents the findings and discussion on the role of teachers, and the extent to which it influences the access to education for the persons with disability.

Chapter seven is the concluding chapter which presents a summary of the findings of the study. It summarises the study's findings, and presents the theoretical implications as well as relevant implications for the literature of policy implementation and future research on street-level policy making. Furthermore, it highlights a number of relevant issues worth noting and the major contributions of the study.

CHAPTER TWO: LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.0 INTRODUCTION

This chapter presents the theoretical foundation of the study and review of relevant literature. It begins by defining the conceptual underpinnings of the study such as; policy implementation, street-level bureaucracy and conceptions of access to education for persons with disability. The use of theory in research serves as a backbone of the study, it thus presents an understanding of the conceptual underpinnings of the study as well as gives a more vivid and practical meaning when applied in the scope of real life events. "A social science theory is a reasoned and precise speculation about the answer to a research question, including a statement about why the proposed answer is correct." (King et. al. 1994, p 19). An analytical framework has been developed by reviewing relevant academic literature that theoretically underlies the role of street-level bureaucrats in policy implementation, specifically, PWD's access to education. These are further to help the reader get a clearer understanding of the theoretical foundation of the study. These ground setting fundamentals thus served as a framework and guide in laying out variables, research questions and hypotheses for the study.

The theory of street-level bureaucracy developed by Michal Lipsky (2010) will be reviewed in this chapter as the theoretical framework of the study. The theory emphasizes on the discretion exercised by street-level bureaucrats in implementing policies, and the conditions of work that influence the decisions they take in the course of providing services to clients. The author has identified some conditions of work that characterise the work of street-level bureaucrats as well as influence the exercise of their discretion. In light of those conditions of work, street-level bureaucrats interact directly with service beneficiaries and their interaction is usually personal, hence, they develop certain coping mechanisms in their quest to meet the demands of their clients. "In circumstances that have never been foreseen, and confronted with norms that are often vague, these public servants have to act. In such situations they see themselves as required to interpret the public policy involved in a creative but justifiable way." (Hill & Hupe, 2009, p. 165). The theory of street-level bureaucracy has been employed in this study to ascertain the factors that influence the role and choices of teachers in providing access to education for persons with disability.

2.1 CONCEPTUAL FOUNDATION

2.1.1 POLICY IMPLEMENTATION

"Implementation is broadly defined as 'what happens between the establishment of an apparent intention on the part of the government to do something, or to stop doing something, and the ultimate impact in the world of action'" (O'Toole, 2000, p. 266, cited by Goel, 2014, p. 300). Howlett et.al, (2009, p. 160) argues that "the effort, knowledge, and resources devoted to translating policy decisions into actions comprise the policy cycle's implementation stage". To Sabatier & Mazmanian, 'implementation is the carrying out of a basic policy decision, usually made in a statute (although also possible through important executive orders

or court decisions). Ideally, that decision identifies the problem(s) to be addressed, stipulates the objective(s) to be pursued, and in a variety of ways, “structures” the implementation process’ (Sabatier & Mazmanian, 1980, p. 540). Implementing a policy thus implies that it has come to the stage where the government has decided to act on an issue or a problem that has come to its attention, with policy objectives clearly outlined and with what means and measures to implement it. The government of Ghana has formulated a number of policies to address the needs of different target groups of the citizenry, and to improve the development Ghana. One of such policies being implemented after the country’s independence in 1957 includes the Persons with Disability Act which was passed in 2006 to address the general needs of persons with disabilities in the country. The Ghana Strong Initiative has identified that, “continuing to pursue development without actively addressing disability rights will not only make it more difficult and expensive to build an inclusive society later but it will also hinder development because of disability’s strong correlation with poverty.” (Ghana Strong Initiative, 2016)

Implementation of a policy may be coupled with conflicting interests on which choices and interests to pursue due to the various independent actors involved. The actors who interact directly with target groups at the front line are tasked with the responsibility to assist the executive in implementing public policies, with the resources at their disposal, experience and knowledge of service beneficiaries and the discretion they exercise as policy makers. “The bureaucracy’s power and influence are based on its command of a wide range of important policy resources.” (Hill, 1992, p. 1-11, cited by Howlett et.al., 2009, p. 65). However, according to Hill (2003, p. 268), “agents charged with implementing policy may face a number of uncertainties about policy and its entailment. The first uncertainty faced by implementers revolves around what policy means in the first place because available texts seldom convey enough context or background for discerning a legislator’s intent. Next, implementers must discern what policy means in terms of everyday practice. Third, implementers might also recognize that they lack a skill or knowledge base needed to implement policy faithfully.”

2.1.2 DEFINING STREET-LEVEL BUREAUCRATS

Some scholars have argued that, “street-level bureaucrats are responsible for translating clients into bureaucratically defined categories in order to provide services, treatment and order forms of assistance. Accordingly, street-level bureaucrats are often imbued with high levels of discretion, despite their low rank.” (Greenley and Kirk 1973; Hasenfeld and English 1974, cited by Scott, 1997, p. 37). In this regard, street-level bureaucrats are perceived to have a lot of information and experience on how services are delivered to citizens, and their functioning in society therefore influence people’s lives socially and politically. Street-level bureaucrats have also been perceived as low-level government employees who implement policies on behalf of government. Hupe and Buffat (2014, p. 550-551) provide a vivid explanation of who ‘street-level bureaucrats’ are; “First, ‘street-level’ means they are working in direct contact with individual citizens. The latter include consumers, clients, pupils and their parents, and patients

as well as car drivers, etc. Second, ‘bureaucrats’ implies that they are doing their work while in public service. They work directly with individual citizens, but may, in some cases, be employed by commercial corporations, such as prison guards in a privately run prison. Even then, however, it is decisive that they fulfil public tasks on behalf of the common good. Third, street-level bureaucrats have a specific occupation for which they have been trained in a sustained way. Because of these joint characteristics, street-level bureaucrats, by implication, have inherent discretion while functioning as policy co-makers.”

According to Lipsky (2010, p. 3), “public service workers who interact directly with citizens in the course of their jobs, and who have substantial discretion in the execution of their work are called street-level bureaucrats in this study. Public service agencies that employ a significant number of street-level bureaucrats in proportion to their work force are called street-level bureaucracies.”

“As individuals, street-level bureaucrats represent a hope of citizens for fair and effective treatment by government even as they are positioned to see clearly the limitations on effective intervention and the constraints on responsiveness engendered by mass processing”. (Lipsky, 2010, p. 12). In current dispensations, street-level bureaucrats have the most influence in public policy implementation than the other actors involved.

2.1.3 ACCESSIBILITY AND DISABILITY CONCEPTIONS

Accessibility is defined as “the design of products, devices, services or environments for people with disabilities. The concept of accessible design ensures both “direct access” (i.e. unassisted) and "indirect access" meaning compatibility with a person's assistive technology.” (Wikipedia, 2014) The concept indicates that, the availability of assistive devices and services for people with disabilities in a society could improve their quality of life. Hence, there will be no need to consider the conditions they find themselves in as disabilities if such barriers impinging their full participation in society are taken away. It further ensures, flexible mobility and participation in services provided for all individuals irrespective of whether they have a disability or not.

According to the World Health Organization (2011, p. 7), such devices that are intended to increase the mobility of persons with disability are defined as “any piece of equipment, or product, whether it is acquired commercially, modified, or customized, that is used to increase, maintain, or improve the functional capabilities of individuals with disabilities”. It is also inferred that, “accessibility encompasses nondiscrimination, physical accessibility and information accessibility. Provision of mobility devices should be equitable to avoid discrepancies between genders, age groups, impairment groups, socioeconomic groups and geographical regions.” (World Health Organization, 2011, p. 19).

Disability can be conceived as a health condition that prevents a person from functioning as every normal human being, and which may be encountered inherently at the time of birth or as a result of an accident that one encounters. “Disability is the umbrella term for impairments, activity limitations and participation restrictions, referring to the negative aspects of the interaction between an individual (with a health condition) and that individual’s contextual factors (environmental and personal factors).” (ibid. p. 3).

Street-level bureaucrats play an essential role in the provision of support services and assistive devices in order to ensure the full participation and inclusion of persons with disability with respect to their needs and capabilities. It is argued that inclusion implies the situation where “all students in a school—regardless of their strengths, weaknesses, or disabilities in any area—become part of the school community.” (“King 2003, p. 152 cited by Obeng, 2012, p. 50).

2.1.4 THE PERSONS WITH DISABILITY ACT OF GHANA

The Persons with Disability Act was passed in 2006 to ensure a sustained living condition for persons with disability in Ghana. The provisions in the Act stress on the rights of PWDs, the establishment of a National Council on Persons with Disability (NCPD) and administration and financial measures. These three features are outlined in eight main provisions in the Act namely:

1. Rights of persons with disability
2. Employment of persons with disability
3. Education of persons with disability
4. Transportation
5. Health-care and facilities
6. Miscellaneous Provisions
7. Establishment and functions of National Council on Persons with Disability
8. Administrative and financial provisions

(Ghana Federation of the Disabled, 2008).

For the purpose of this study, my focus is on the provision on education of persons with disability, which is the third provision and comprises the 16th to 22nd sections in the Act. These sections are outlined as follows

- 16.** Education of a child with disability.
- 17.** Facilities and equipment in education institutions
- 18.** Free education and special schools.
- 19.** Appropriate training for basic school graduates.
- 20.** Refusal of admission on account of disability.
- 21.** Special education in technical, vocational and teacher training institutions.
- 22.** Library facilities.

(Ghana Federation of the Disabled, 2008).

The provision stresses that, a child with disability who has attained the school going age should be enrolled in school, be it a special school or an inclusive school. It also stresses that; the child must not be refused admission on the basis of his or her disability. Besides, there should be a provision of the necessary facilities, resources, and a conducive educational environment that will ensure the effective participation of the child. A report by Mensah et al. (2008) on the conceptual analysis of the disability situation in Ghana

indicated that, “the blind/visually impaired constitute the highest proportion of PWDs found in Ghana with 59.0 percent for females and 55.1 percent for males. The physically disabled represents the second largest category of PWDs with disabilities. Persons with learning disabilities are in the third category with 14 percent for females and 13 percent for males. The deaf/hearing impaired also constitutes 11 percent (for males) and 10 percent (females). It is estimated that approximately 10% of Ghana’s 20 million citizens are persons with disability”.

The Ministry of Education shall by a legislative instrument provide schools or institutions in every region of Ghana with the necessary equipment and facilities in order to enable persons with disability to benefit from them. (Oye-Lithur et al., 2007). According to the World Report on Disability (2001, p. 42), “the economic and social costs of disability are significant, but difficult to quantify. They include direct and indirect costs, some borne by people with disabilities and their families and friends and employers, and some by society. Many of these costs arise because of inaccessible environments and could be reduced in a more inclusive setting. Knowing the cost of disability is important not only for making a case for investment, but also for the design of public programmes”.

2.2 REVIEW OF RELEVANT LITERATURE

2.2.1 STREET-LEVEL BUREAUCRACY AND POLICY IMPLEMENTATION

Lipsky identifies that, “people often enter public employments with a commitment to serving the community. Teachers, social workers, public defenders, and police officers partly seek out these occupations because they offer socially useful roles. Yet the very nature of these occupations can prevent recruits to street-level bureaucracies from coming even close to the ideal conception of their jobs.” (Lipsky, 2010). Street-level bureaucrats have been conceptualized as low-level public servants who act on behalf of government to deliver services to citizens, through government agencies known as street-level bureaucracies. “Each street-level bureaucracy is concerned with only a small part of the whole. Those aspects with which they are concerned depend on their procedures and services.” (Prottas, 1979, p. 3).

Prottas further argued that, “the responsibility of the street-level bureaucrat is the transformation of citizens into clients and is actualized via the decision to categorize a client in one way or another. Citizens are changed into clients in order to simplify and standardize them sufficiently to allow the bureaucracy to process them.” (ibid, p. 4). The discretion exercised by street-level bureaucrats has received some attention in policy implementation literature by many scholars (Tummers and Bekkers, 2014, p. 528). For instance, it is argued that ‘a teacher could adapt the teaching method to the particular circumstances of the pupil, such as his/her problems with long-term reading, but ease when discussing the material in groups. The teacher could devote more attention to the pupil’s reading difficulties, thereby providing a more balanced development. More generally, it is argued that when street-level bureaucrats have a certain degree of discretion, this will make the policy more meaningful for the clients’. (ibid).

Some studies have also revealed that, implementing special education policy at the street-level could be impeded by the failure to train regular classroom teachers to teach children with special needs and absence of adequate funding. (Weatherley and Lipsky, 1977, p. 176). Also, Hill (2003, p. 270) argues that “when implementers ask, “What implications does policy X has for my behaviour or the behaviour of my organization? and cannot easily locate the answer in policy itself, they might turn to implementation resources for examples of organizational structures, routines, paperwork, and practices that fulfill policy intentions.” In addition, Van Meter and Van Horn (1975, p. 449) have argued that “a policy may be implemented effectively, but fail to have a substantial impact because it was ill-conceived -or because of other circumstances. Hence, successful programme performance may be a necessary – but not sufficient – condition for attainment of positive alternative outcomes.”

Likewise, scholars have argued that the role that street-level bureaucrats play in policy implementation have a great influence on what a policy turns out to be in the end and not necessarily the agencies or bureaucracy in itself. (Lipsky, 2010; McLaughlin, 1987, p. 174; Weatherley and Lipsky, 1977, p. 176). “Yanow (1996) argued that the "meaning" of policy is created in context, not only from the actual words of legislation but also from the knowledge and values implementers bring to their jobs and from the milieu in which implementation occurs.” (Cited by Hill, 2003, p. 272).

2.2.2 EDUCATION OF PERSONS WITH DISABILITY

Over the years, persons with disability have been segregated in special schools with regards to their form of disability. ‘The Ministry of Education (MOE) through the Division of Special Education established Unit Schools in collaboration with a German NGO with the aim of integrating PWDs into the general education structure. This project spanned from 2002 to 2007 with the creation of the Unit schools in some parts of the country. The government of Ghana was supposed to take over the funding of this project as well as provide good salaries for the trained teachers, however it has not been much effective due to the failure on the part of government to provide the necessary services and financial resources for the students as well as the trained teachers’. (Crowley, 2010, p. 2). The Ghana Education Service (GES) and the National Council for Tertiary Education (NCTE) are responsible for implementing and managing educational policies and programmes formulated by the Ministry of Education, at the pre-tertiary and tertiary levels of education respectively. (UNESCO-IBE, 2006)

Ghana is also a party to the ratification of the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), which was adopted in 2006, and the Article 24 on education highlights that “state parties shall take appropriate measures to employ teachers, including teachers with disabilities, who are qualified in sign language and/or braille, and to train professionals and staff who work at all levels of education. Such training shall incorporate disability awareness and the use of appropriate augmentative and alternative modes, means and formats of communication, educational techniques and materials to support persons with disabilities.” (United Nations, 2008). According to Carroll et al., “the OECD Report

‘Teachers Matter’ recognises that the demands on schools and teachers are becoming more complex as society now expects schools to deal effectively with different languages and student backgrounds, to be sensitive to culture and gender issues, to promote tolerance and social cohesion, to respond effectively to disadvantaged students and students with learning or behavioural problems, to use new technologies, and to keep pace with rapidly developing fields of knowledge and approaches to student assessment. Teachers, therefore, need confidence in their ability and the knowledge and skills in inclusive education to meet the challenges that they will encounter in the present school climate”. (Carroll et al., 2003, cited by European Agency for Development in Special Needs Education, 2010, p. 7).

It is argued that, “both faculty and students with disabilities have recognized the need for instructors to have more information about academic accommodations, legal responsibilities, and campus resources that support students with disabilities (Burgstahler, Duclos, & Turcotte, 2000, cited by Burgstahler & Jirikowic, 2002, p. 2). A research done by some scholars has also revealed that many mainstream teachers report that they do not have the time, training, experience, personal resources, and/or access to professional development that they need to feel confident about teaching students with a disability in a mainstream class. (Shaddock, et al, 2007, p. 2). Besides, another scholar has indicated that, “in reality, relatively little is known about the cost of special education services, especially at the state and local level or how special education costs would be affected by more inclusive models of service delivery”. (Pruslow, 2001, p. 538)

Van Meter and Van Horn (1975, p. 466) indicated that, “effective implementation requires that a program’s standards and objectives be understood by those individuals responsible for their achievement. Hence, it is vital that we concern ourselves with the clarity of standards and objectives, the accuracy of their communication to implementors, and the consistency (or uniformity) with which they are communicated by various sources of information.” Standards and objectives cannot be carried out unless they are stated with sufficient clarity so that implementors can know what is expected of them. The literature also indicates that the willingness of teachers to provide students with disability the necessary educational support is highly dependent on their knowledge of adapting persons with disabilities in the general education structure and curriculum, their perceptions of persons with disabilities and their knowledge of the policies of an inclusive education for persons with disability. (Agbenyega & Deku, 2011; Gyima, 2010; Alhassan, 2014)

2.3 THEORETICAL FRAMEWORK

2.3.1 THEORY OF STREET-LEVEL BUREAUCRACY

Street-level bureaucracy has been incorporated in many policy implementation research studies and organizational studies. Scholars have widely adopted Michael Lipsky’s (2010) work on street-level bureaucracy since its publication. Michael Lipsky’s theory on street-level bureaucracy was first published in 1980, with the 30th Anniversary Expanded Edition published in 2010. According to Kerlinger, “a theory is a set of interrelated set of constructs (variables), definitions, and propositions that represent a systematic

view of phenomenon by specifying among variables, with the purpose of explaining natural phenomena”. (Kerlinger, 1979, p. 64, cited by Creswell, 2014, p. 54). Lipsky highlights the discretion of street-level bureaucrats largely in his book and their role in policy making. He has argued that, the complex nature of their work coupled with the constant demands from citizens compel street-level bureaucrats to develop coping mechanisms which may be different from their agencies’ goals and rules, but which enable them to manage the pressures of their work and transform citizens in clients. (Lipsky, 2010)

A review of Lipsky’s theory of street-level bureaucracy by Brodtkin (2012, p. 941) indicated that, “at one level, it aimed to redeem public bureaucracies by unburdening them of negative stereotyping. It created an analytic framework that contextualized and made more transparent their struggles to do good work. This perspective allowed for the possibility that the fault for problematic practices lay not entirely with the bureaucrats themselves but with the structural conditions they faced.” The theory of street-level bureaucracy is relevant for this study as it outlines the fundamental issues regarding the day-to-day work of the street-level bureaucrat. This study therefore adopted Lipsky’s theory of street-level bureaucracy to decipher whether the role of street-level bureaucrats affect the implementation of the PWDA’s provision on education of persons with disability.

STREET-LEVEL BUREAUCRATS AS POLICY MAKERS

A review by Hupe and Hill (2007, p. 280) indicated that, “Lipsky observes that public employees who interact with citizens behave in ways that are unsanctioned, sometimes even contradicting official policy, because the structure of their jobs makes it impossible fully to achieve the expectations of their work. The individual solutions to the work pressures, Lipsky argues, ‘add up’ effectively to form public policy.” The amount of influence and discretion that street-level bureaucrats exercise in making policies make them an important asset for the state. Howlett et.al. (2009, p. 161) argue that, “while politicians are significant actors in the decisions that lead into the implementation process and can play an active role in subsequent oversight and evaluation efforts, most of the day-to-day activities of policy administration typically fall within the purview of salaried public servants.” Lipsky (1980, p. 14) emphasized that high levels discretion and autonomy, respectively constitute the role of street-level bureaucrats as policy makers. First, he argued that “the major dimensions of public policy- levels of benefits, categories of eligibility, nature of rules, regulations and services- are shaped by policy elites and political and administrative officials. Administrators and occupational and community norms also structure policy choices of street-level bureaucrats. These influences establish the major dimensions of street-level policy and account for the degree of standardization that exists in public programs from place to place as well as in local programs.” (Lipsky, 2010, p. 14).

In terms of the level of autonomy they exercise as policy makers, it has been emphasized that, lower-level participants in organizations often do not share perspectives and preferences of their superiors and hence in some respects can be thought to be working toward stated agency goals. (Lipsky, 2010, p. 16) Street-level

bureaucrats usually have totally different interests from that of their superiors and managers and they try as much as possible to retain a high level of autonomy. In most public organizations and agencies, this may lead to conflicting interests, low performance, and thus failure to achieve expected policy outcomes. However, Lipsky (2010, p. 24) argued that, “the cost of firing or demoting workers tend to be so great under civil service regulations that managers often prefer to retain workers than to endure a prolonged period of arbitration while the post in dispute remains unfilled, or worse, remains filled by the accused incompetent.” Aside the relationship between street-level bureaucrats and their superiors, street-level bureaucrats may have different reactions towards different categories of clients, and this is widely influenced by the discretion they possess. Tummers & Bekkers define this kind of discretion as “the perceived freedom of street-level bureaucrats in making choices concerning the sort, quantity, and quality of sanctions, and rewards on offer when implementing a policy.” (Tummers & Bekkers, 2014, p. 529)

These reactions are mostly seen in relation to policies put in place for minority groups. The choices they make could sometimes lead to a success or failure in the implementation of such policies. A number of studies have concluded that street-level bureaucrats would always use their discretion to make personal judgements about how to treat clients due to the stringent and ambiguous rules they have to follow, coupled with the limited resources available in providing services. (Meyers & Nelson, 2012; Lipsky, 1980; Tummers & Bekkers, 2014; Smith & Donovan, 2003). It is worth noting that, although managers and street-level bureaucrats may successfully achieve expected outcomes through some level of compromise and negotiations (as they may need each other at some point), there is the need to consider some factors underlying the conditions in which the street-level bureaucrats work and why they make certain choices. According to Wright, “collectively, bureaucratic decision-making and behavior are reflections of the agency to the public.” Wright (2003, p. 5)

CONDITIONS OF WORK OF STREET-LEVEL BUREAUCRATS

The theory of street-level bureaucracy “began not with what others (e.g., managers or policy makers) wanted from frontline practitioners, but with an effort to investigate the realities of work for those directly engaged in policy delivery at the front lines. It recognized that these realities influenced discretion, often in unexpected (and unseen) ways. If one could understand the logic of street-level work as practitioners experienced it, it would be possible to understand, and potentially predict, how changes in the work environment could alter their practices and thus affect what they produced as policy through their informal routines.” (Brodkin, 2012, p. 943). Although street-level bureaucrats are conceived to possess enough discretion and autonomy in discharging their duties, they are usually compounded with the issues of dealing with different groups of people with demands of different services, and these can make their tasks very challenging. Lipsky outlined five major conditions of work that street-level bureaucrats encounter, which tend to influence their decisions and choices in responding to demands. Those five conditions of work are outlined as follows.

- a. *Resources are chronically inadequate relative to the tasks workers are asked to perform.*

Over the years, street-level bureaucrats are seen to possess a vast amount of resources that have enabled them make concrete policy decisions and achieved desired outcomes. The availability of these resources and the capacity of street-level bureaucrats as policy makers has begun to dwindle as Evans argues, that “the effective mobilization of bureaucratic expertise is rarer than commonly believed.” (Evans, 1992. Cited by Howlett, et.al. 2009, p. 66). According to Lipsky, this can be attributed to the fact that, “street-level bureaucrats work with a relatively high degree of uncertainty because of the complexity of the subject (people) and the frequency or rapidity with which decisions have to be made.” Lipsky (2010, p. 29). The limited resources at the disposal of SLBs in performing their daily activities (service delivery) put a lot of pressure and stress on them.

- b. *The demand for services tends to increase to meet the supply.*

Stuffing government agencies and bureaucracies with the necessary resources is a major challenge that cannot be overlooked by the government. When the government decides to implement certain policies, it should infer that appropriate measures have been put in place, the targets of the initiative have been identified and the necessary resources will be available to adequately deliver a required service. However, demand and supply of resources is often uncertain in the service delivery of street-level bureaucracies. Lipsky, (1980, p. 33) indicates that, “a distinct characteristic of the work setting of street-level bureaucrats is that the demand for services tends to increase to meet the supply. If additional services are made available, demand will increase to consume them.” Therefore, “it has often been observed that utilization increases when public services are expanded.” (ibid). Although the number of beneficiaries expected to utilize a service can be estimated, there is the need for the government to incorporate the expected responses of the people, to be able to anticipate whether the demand will exceed the supply or it will be average. It is therefore essential to seek the street-level bureaucrats’ opinions in such instances as they possess enough information on what kind of services and measures are appropriate for the clients.

Hypothesis 1: The inadequacy of resources may stifle the role of teachers.

- c. *Goal expectations for the agencies in which they work tend to be ambiguous, vague, or conflicting.*

Since bureaucracies are always geared towards achieving certain goals, ambiguity and conflicting interests could hamper the achievement of desired outcomes. These challenges could stem from the internal structure of the agencies themselves, the external environment, the clients who receive the services rendered and the street-level bureaucrats’ personal objectives. Lipsky outlined three different sources of goal ambiguity. He identified the following sources:

1. Agency goals may be ambiguous because the conflicts that existed when the programs were originally developed were submerged.

2. Agency goals may also be made ambiguous because they have accumulated by accretion and have never been rationalized, and it remains functional for the agency not to confront its goal conflicts.

3. Another major source of ambiguity may be found in the uncertainty of social service technologies.” (Lipsky, 2010, p. 41).

Lipsky’s argument imply that, the tendency for agency goals and objectives to be ambiguous may stem from the fact that, those problems may have been ignored while new programs are initiated and existing programs modified. Besides, the absence of clear amendment procedures and measures could compel managers to side-lined existing loopholes. And as new goals are outlined, it gives rise to ambiguity and uncertainty on the next line of action.

Hypothesis 2: Goal conflicts and ambiguity may influence the role of teachers.

d. *Performance oriented toward goal achievement tends to be difficult if not impossible to measure.*

The challenges of conflicting and ambiguous goals may also affect the performance output of street-level bureaucrats. “While in theory a market-oriented organization can learn when it is succeeding or failing through the inexorable realities of profit and loss, bureaucracies receive no similar messages. Hence the measurement and evaluation of performance- the governance of performance is critical.” (Lipsky, 2010, p. 49). It becomes difficult to measure the performance of street-level bureaucrats in the light of conflicting interests on which measures to pursue and how to accommodate the demands of clients. Street-level bureaucrats in some instances tend to focus on certain areas of their work that are easier to the neglect of other important and challenging tasks. According to Hjørne et. al., (2010, p. 304) “street-level workers are often the only ones who encounter clients face-to-face and thus have access to the clients’ actual life situations. This monopoly status makes them at least partially resistant to hierarchical control. Street-level workers are the ones who make the choices and decisions in individual cases. This is the very reason why their job performances are difficult to evaluate or measure.”

Also, it is sometimes difficult to assess the performance of street-level bureaucrats as they may alter their behaviour when they are being supervised or evaluated. Lipsky stated that, “street-level bureaucracies attempt to promote the validity of surrogate measures to the general public in an effort to appear accountable through performance standards. Although they currently make great efforts to develop information systems to give the impression that they actively seek to increase productivity, there are really few valid statistics where the quality of performance is at issue.” (Lipsky, 2010, p. 52).

Hypothesis 3: Poor performance measures may affect effective assessment of teachers’ performance.

e. *Clients are typically nonvoluntary; partly as a result, clients for the most part do not serve as primary bureaucratic reference groups.*

According to Lipsky, (1980, p. 55) “if street-level bureaucrats have nonvoluntary clients then they cannot be disciplined by those clients. Street-level bureaucrats have nothing to lose by failing to satisfy them.” (Lipsky, 1980, p. 55) Most services in the state tend to be costly to acquire that, most citizens do not have

any option but to depend on those services the government makes available. Thus, it is sometimes difficult for them to hold the street-level bureaucrats accountable if the services are not forthcoming. The difficulty in seeking other alternatives makes it difficult for clients to withdraw from receiving those services, and street-level bureaucrats are likely to take advantage of the involuntary nature of the relationship to treat the clients below expectations. According to Lipsky (2010, p. 57), "Compliance in most street-level bureaucracies may be said to result from the superior position of the workers, their control over desired benefits, and their potential capacity to deny benefits or make their pursuit more costly." In light of prevailing circumstances and the amount of resources available, the street-level bureaucrats may determine who qualifies for a service by categorizing clients into different groups. "In allocating benefits and sanctions, street-level bureaucrats obviously affect the relative well-being of their clients. They contribute to change and development, to the resources clients control, and to the status clients suffer or enjoy." (ibid, p. 60).

Hypothesis 4: The nonvoluntary nature of students with disability may influence the role of teachers.

These conditions of work that Lipsky identified may influence the role and choices that street-level bureaucrats perform in the discharge of their duties. It can be inferred that the success of implementing a policy or program partly depends on the role performed by the street-level bureaucrat, hence, a critical focus on the conditions that underlying their work environment.

THE ROLE OF STREET-LEVEL BUREAUCRATS

When these conditions prevail, street-level bureaucrats may resort to the need to develop coping mechanisms as a means of adequately delivering services to their clients. According to Lipsky, (2010, p. 18) "the role of street-level bureaucrats, like other roles, may be conceived as a set of expected interests as well as expected behaviours. Street-level bureaucrats may be shown to have distinctly different interests from the interests of others in the agencies for which they work". The role of the street-level bureaucrats is basically defined by the discretion they exercise and the resources they possess. Thus to understand street-level bureaucracy one must study the routines and subjective responses street-level bureaucrats develop in order to cope with the difficulties and ambiguities of their job. (ibid)

The discussion of the conditions of work above indicated that, the conditions of work are basically characteristic of the work environment hence, it is not unusual for the street-level bureaucrat to resort to initiatives to fill the gap created by the indeterminacies that confront their job. According to Kriz & Skivenes, "if policy aims are contradictory or cannot be known (if, for instance, there are so many new rules that workers simply cannot keep up with them), or if they cannot be implemented (because of a lack of financial backing), this creates dilemmas for workers that they need to resolve. Workers may exercise the discretion they enjoy as street-level bureaucrats to deal with these dilemmas, and their resulting actions and decisions may be contradictory to the original policy aims." (Kriz & Skivenes, 2014, p. 72)

‘Bureaucrats develop routines to deal with the complexity of work tasks. Indeed, for some analysts, routinization is virtually equivalent to bureaucratization. For other, routinization inevitably occurs in bureaucracies because of the scarcity of resources relative to the demands made upon them. At times, street-level routines and simplifications virtually are the policies to be delivered’. (Lipsky, 2010, p. 83-86) The coping mechanisms developed by the street-level bureaucrats may influence the extent to which a policy is implemented. Routinization is one such coping strategy of SLBs. Although there are other actors involved in the implementation process, the street-level bureaucrats are the ones who directly interact with policy beneficiaries. Hence the role SLBs play may have a significant influence on how the client benefits from the service provided by the SLBs.

According to Lipsky, (ibid, p. 83) street-level bureaucrats develop three main coping strategies, “First, they develop patterns of practice that tend to limit demand, maximize the utilization of available resources, and obtain client compliance over and above the procedures developed by their agencies. Second, they modify their concepts of their jobs, so as to lower or otherwise restrict their objectives and thus reduce the gap between available resources and achieving objectives. Third, they modify their concept of the raw materials with which they work- their client- so as to make more acceptable the gap between accomplishments and objectives,”

These imply that, street-level bureaucrats tend to utilize available resources and modify clients as well as their job in order to meet the demands confronting them, However, some of these mechanisms may seem to be discriminatory among clients to the neglect of others. Lipsky identified four main related reasons why street-level bureaucrats treat clients differently. “First, to a degree the society wants bureaucracies to be capable of responding flexibly to unique situations and to be able to treat people in terms of their individual circumstances. Second, street-level bureaucrats often want to make an improvement in their clients’ lives. Third, and almost obviously, bureaucracies are simply often required to differentiate among recipients. Forth, differentiation often assists street-level bureaucrats in managing their work loads.” (ibid. p. 105-106). Lipsky suggests that the behaviour of street-level bureaucrats is guided primarily by the need to make their work more predictable and hence controllable." (Lipsky, 1980, p. 86, cited by Ellis, et.al. 1999, p. 265). In sum, SLBs may adopt these strategies (routinization, creaming-discriminating clients, limiting clients’ access to information among others) in coping with the daily workload (clients’ service provision).

2.3.2 EXAMINING THE ROLE AND CHOICES OF TEACHERS ON ACCESS TO EDUCATION FOR PERSONS WITH DISABILITY.

In the analysis presented above, the role of street-level bureaucrats, as service providers make them an important group of actors in policy implementation. That is, the role of the teachers in providing access to education for the persons with disability may be influenced by the conditions of work as discussed above. The theory of street-level bureaucracy is relevant for this study as it sheds light on realities that confront

the daily activities of street-level bureaucrats. That is, it provides a basis for examining the factors that influence the role of teachers in providing access to education for persons with disability.

Gyamfi (2013, p. 237), indicates that, “the main challenge with implementation is the unwillingness on the part of government departments and agencies to include DPOs [Disabled Persons Organizations] in the implementation process. As a result, DPOs lack adequate information on the state of implementation.”

Adjei (2013) also offered insights on ‘Putting decision into action. The Disability Act of Ghana, six years down the line’. She sought to find out how the implementation of the Persons with Disability Act (2006) had been successful in rendering the provisions for the disabled persons. She indicated that “the disabled felt that their rights were still being trampled on by the citizens and that not much attention is given to them. The educational provisions in the Act are not being fulfilled and some of the efforts made to provide some form of training for them have not really yielded much result” (Adjei, 2013, p. 86).

Another study by Alur and Rioux, (2003) indicated that, the inclusion of children with disabilities in early childhood education enabled them to develop their learning capabilities. This was achieved by the active commitment of the pre-school teachers in ensuring that the mode of teaching was devised in such a way that, it accommodated the children with disabilities also. “Attention was paid to aids and devices such as seating modifications, as well as modifying teaching aids, flashcards, buddy system, etc., as well as social, emotional, linguistic, cognitive and motor development.” (Alur and Rioux, 2003, p. 150). Salkind has also indicated that, “upon a student's diagnosis with a disability, the school system needs to provide an appropriate education given the specific type of disability and learning needs of the student..... In general, teachers are expected to identify effective ways to meet the needs of a diverse group of students and ensure their success in the classroom. Regular education teachers often vary in their willingness, resources, leadership support, and preparation to make adaptations to their curriculum or teaching techniques to accommodate students with disabilities.” (Salkind, 2008, p. 247) Other studies have also indicated that teachers give students with disabilities enough support services and better educational needs in basic and secondary school levels than in the tertiary level. (Featherston, 2008; Dalke & Schmitt, 1987).

However, studies carried out on the implementation of the Persons with Disability Act in Ghana have rarely focused on the role of street-level bureaucrats, and with particular regard to the provision on education of persons with disability. Despite the amount of evidence from these studies done on the disability situation in Ghana, and review of literature from other studies, little emphasis has been made on the role that street-level bureaucrats perform at the different levels of education, and the choices they make in ensuring that the persons with disability have access to education as outlined in the PWDA. It is worth considering the role and choices of the teachers and the effects on the implementation of the provision on education of persons with disability, an issue which has not been given much attention.

The empirical analysis and the theoretical framework discussed thus guided the researcher to empirically examine the roles and choices that teachers perform at the different levels of education and to examine the

extent to which that provision on education of persons with disability is being implemented. Although previous studies have not given much emphasis to the roles played by street-level bureaucrats in policy implementation, these literatures give an understanding of policy implementation at the local level, and hence gaps that have to be filled for effective implementation of public policy. In Brandon's article, which examined empowerment with a major emphasis on 'street-level policy', he cited Lipsky (1980, p.24) that, "public policy is not best understood as made in legislatures or top-floor suites of high-ranking administrators, because in important ways it is actually made in the crowded offices and daily encounters of street-level workers" (cited by Brandon, 2005, p. 325). This implies SLBs are not only policy implementers but also they are policy makers.

2.3.3 HYPOTHESES

"Hypotheses are predictions the researcher makes about the expected relationships among variables". (Creswell, 2014, p. 143). Five hypotheses have therefore been developed from the conceptual and theoretical framework. Thus the theory of street-level bureaucracy will serve as a framework for the researcher to examine the following hypotheses.

Hypothesis 1: The inadequacy of resources may stifle the role of teachers.

Hypothesis 2: Goal conflicts and ambiguity may influence the role of teachers.

Hypothesis 3: Poor performance measures may affect effective assessment of teachers' performance.

Hypothesis 4: The nonvoluntary nature of students with disability may influence the role of teachers.

2.4 STUDY VARIABLES

The variables of the study were adopted from the theory of street-level bureaucracy identified by Lipsky (2010) in relation with the provision on education for persons with disability outlined in the PWDA. To Creswell, "a variable refers to a characteristic or attribute of an individual or an organization that can be measured or observed and that varies among the people or organisation being studied." (Creswell, 2014, p. 52). In order to examine the factors that influence the role of teachers in providing access to education for persons with disability, it was wise to first establish the relationship between what factors influence their role as street-level bureaucrats, and second, how the role they play affects the extent of access to education they provide to the disabled students. That is, the need to establish causal relationships between the independent variables, the intervening variable, and the dependent variable of the study.

2.4.1 DEPENDENT VARIABLE

The dependent variable for the study is access to education. It is operationalized in the study as outlined in the PWDA's provision on education of persons with disability. However, four indicators were developed from the provision to examine the variable. The indicators for the dependent variables are: formal registration; support services and facilities; and participation. Formal registration- ensuring the persons with disability's access to education implies that, a child born with any form of disability should be

enrolled and formally registered in school at the school going age and be given the necessary educational needs per the form of disability. Support services and facilities- in the event that the extent of a person's disability limits him or her from adjusting with the normal educational curricular at any educational level, they should be enrolled in special training and vocational schools. Also essential is the provision of assistive devices and facilities and support services in educational institutions to assist the persons with disability. Participation- this variable is also operationalized as the extent to which the disabled persons are able to participate in the educational activities, such as learning and curricula activities as well as receive necessary training if the need arises. There are various forms of disability, however, the study has been limited to persons with ⁴visual impairment and ⁵hearing impairment. These aspects of the provision will be measured in terms of the extent to which the persons with disability access the entitlements enlisted.

2.4.2 INDEPENDENT VARIABLES

Considering the factors that may influence the role of the teachers, Lipsky's theory of street-level bureaucracy highlighted specific conditions of work, that provide an insight into how they may influence the role and choices of street-level workers, as the decisions they make ultimately lead to the policies they make. The researcher operationalized these conditions of work as the independent variables for the study, as factors that may influence the role and choices of teachers, and how those choices influence the implementation of the provision under study- access to education.

PROBLEM OF RESOURCES

Problem of resources was operationalized in this study in relation to the resource constraints that affect the role of teachers. These may include resources for managing persons with disability such as time, teacher to student ratio, special teaching curriculum for disabled persons, and personal skills and expertise of teachers, assistive devices and facilities, and relevant information on persons with disability. These resources are mostly insufficient and that, the least that are available may not be enough to meet the demands from the beneficiaries. For instance, Lipsky (1980) argues that "for teachers, overcrowded classrooms (with meagre supplies) mean that they are unable to give the kind of personal attention good teaching requires. High student-teacher ratios also mean that teachers must attend to maintaining order and have less attention for learning activities." (p. 30) The PWDA barely outlines basic prerequisites that will ensure that teachers adequately provide the needed support services for students with disabilities, although the MOE has recently assured concerned citizens of the government's plans to ensure that the provisions meet international standards, such as the UNCRPD.

⁴ A person is visually impaired when he or she has lost his or her vision. The person could be partially blind or totally blind.

⁵ A person is hearing impaired when he or she has lost his or her sense of hearing. A hearing impaired person may as well not be able to articulate speech.

GOALS

The second independent variable is goal and this refers to the intended objectives and results that are expected to be achieved from an input. This variable was operationalized in the study as the objectives and standards that the teachers are expected to adhere to in the discharge of their duties. Such measures put in place by educational administrative structures, may be incorporated in the teaching and learning materials approved for teaching the persons with disability such as the teaching curriculum and syllabus. The theory of street-level bureaucracy stipulates that, the goals of street-level bureaucracies tend to be ambiguous and difficult to achieve, and this ambiguity may have existed for a period of time without been addressed. The measures enlisted in the PWDA are expected to be incorporated in the administrative structures of the educational institutions. However, teachers may be faced with uncertainties if these goals are mostly ambiguous because precise curriculum and measures for interacting with PWD are not clearly provided. This could influence the willingness of the teachers to provide them with necessary services. That is, teachers may resort new measures in performing their job and, such measures may conflict with the original goals that they are expected to adhere to.

PERFORMANCE MEASURES

If goals are ambiguous, it becomes difficult to measure the performance of teachers since they are likely to develop measures that they deem fit based on their personal judgements, and which may conflict with laid down principles. “The speed with which new ideas in education come and go primarily suggest a search for successful techniques, but also indicate indecisiveness in objectives attributable as much to goal ambiguity as to flexibility” (Lipsky, 1980, p. 41). Teachers are prone to develop strategies and means of interacting with PWD to create an impression of trying to meet the set objectives, because there are no clearly spelt out principles and guidelines for performing their job. However, managers may not be able to sanction the discretion of the street-level bureaucrat as the modification becomes an integral part of their job. It may be difficult to outline correct measures for assessing the performance of the teachers if the basic goals underlying their job as guiding principles are ambiguous.

RELATION WITH CLIENTS

This variable refers to how the street-level workers interact with the different categories of people to whom they provide services. The form of relationship that exists between the teachers and the persons with disability may influence their role as street-level bureaucrats. Most street-level workers believe that they cannot be held accountable by clients if they are not able to render required services. It is the government who channel the resources and services through them and that any blames should rather be directed to the government. However, Lipsky (2010, p. 57) argued that, “clients have a stock of resources and thus can impose a variety of low-level costs. This is because street-level bureaucrats must obtain client compliance with their decisions, particularly when they are evaluated in terms of clients’ behaviour or performance.” Teachers may define persons with disability by categorizing them into different reference groups if they

deem fit and provide them with the necessary service. However, the amount of information that teachers have about the persons with disability in their classes may determine how they perceive them.

According to some street-level bureaucracy scholars (Lipsky 1984; Maynard-Moody and Musheno 2003), the most defining characteristic of street-level work is not political ideology or attitudes about policy goals, but the physical interaction between workers and clients. This interaction has a profound impact on how street-level workers make decisions. (cited by Keiser, 2010, p. 250) Teachers may be faced with problems of having to teach different categories of students in a class, and which for the most part could consist of PWD with different levels of disabilities. Attempting to adjust to their individual needs could be perceived by other students as discriminatory and neglect in favour of others.

2.4.3 INTERVENING VARIABLE

ROLE OF TEACHERS

The role of teachers is operationalized in the study as the strategies and mechanisms that teachers may develop to cope with conditions that confront their job. These may be patterns of practice, modifications of the job and modifications of clients. That is, the street-level bureaucrats develop such routine measures to respond to the complex services they have to render. “Studies of street-level bureaucracy suggest that frontline workers used their discretionary power not to advance professional ideals but to manage otherwise overwhelming demands.” (Ellis et.al., 1999, p. 277). The measures adopted by teachers to cope with the demands of persons with disability may influence the implementation of the PWDA’s provision on access to education.

Lipsky argued that street-level bureaucrats develop rationing services due to the limitations of access and demand and the inequalities in administration. (2010, p. 83-86). First, they come up with those measures in their quest to provide the best support services to persons with disability due to the inadequate resources available. Second, street-level bureaucrats develop rationing services due to the inequality in administration and this problem usually stems from the conflicting and ambiguous goals that they have to cope with, and the complexity of the different categories of clients. Coping is defined according to Tummers et. al., (2015, cited by Tummers and Rocco, 2015, p. 818) as behavioural efforts that frontline workers employ when interacting with clients in order to master, tolerate, or reduce the external and internal demands and conflicts they face on an everyday basis. One of the objectives of the study was to find out if there is a variation in the role and choices of the teachers at different levels of education. Thus, this variable will also be operationalized in the study to help make a comparative analysis of the choices made by the teachers at the basic level, secondary level, and tertiary level of education.

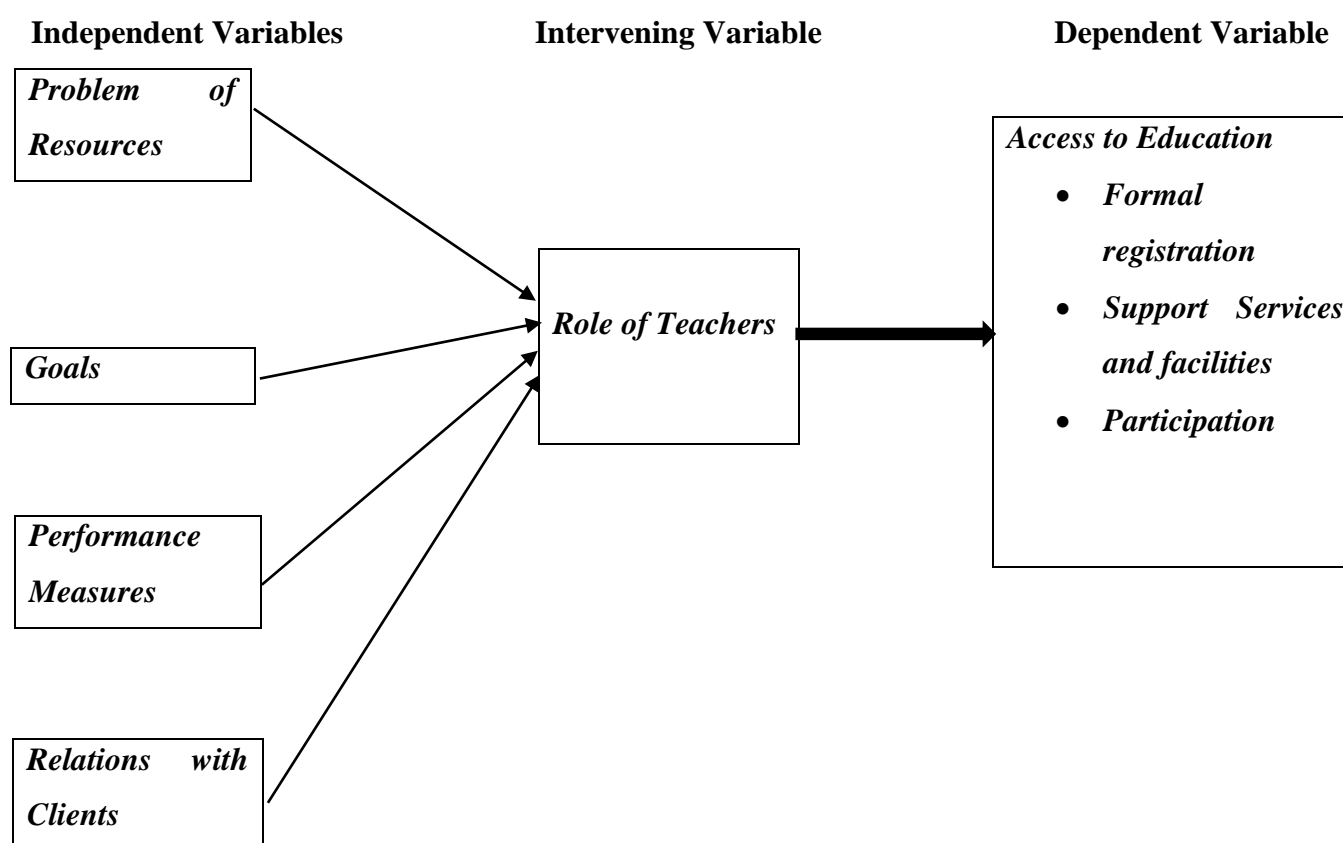


Figure 1- Analytical Framework

Source: Author's Design (Developed from Lipsky's Theory of Street-Level Bureaucracy.)

Figure 1 shows the relationship between the independent variables, the intervening variable and the dependent variable. The analytical framework above presents the relationship between the variables of the study. The basis of this framework is such that, the intervening variable (Role of teachers) stands between the independent variables and the dependent variable of the study. That is, the problem of resources, goals, performance measures and the relations with clients may influence the role of the teachers, in the extent to which they provide access to education for the visually impaired and the hearing impaired students. In order to understand how the role of teachers influence the implementation of access to education for the persons with disability, there is the need to examine the conditions of work that confront the services they deliver as street-level bureaucrats. Thus, this analytical framework was adopted from the theory of street-level bureaucracy to examine whether the conditions of work of the teachers influence their role in the implementation of the access to education for the persons with disability. The study therefore seeks to establish two causal relationships,

1. Relationship between the independent variables and the intervening variable.
2. Relationship between the intervening variable and the dependent variable.

2.5 CONCLUSION

This chapter has presented the underlying conceptual and theoretical foundation of street-level bureaucracy and the education of PWD. Conceptions of policy implementation in relation with street-level bureaucracy

as well as the accessibility of education for PWD have been discussed, drawing from relevant literature and views of scholars and researchers. The theory of street-level bureaucracy, developed by Michael Lipsky (1980; 2010) has been incorporated as the main theoretical framework for the study. The theory brought to light essential characteristics of SLBs, that influence the way they implement policy. Very often, researchers overlook the work conditions of SLBs when studying the implementation of public policy, as well as the end result of the policy and its effect on target beneficiaries. Hence, the chapter has presented an analytical framework for examining the factors that influence the role of SLBs on access to education for PWD. The variables for the study were thus adopted from Lipsky's theory, likewise, it has served as a framework for developing hypotheses for the study. The theory will also be employed in this study to analyse and interpret the finding of the study as well as comparatively analyse the variations in the role of teachers from primary level to tertiary level of education in implementation in terms of access to education for PWD.

CHAPTER THREE: METHODOLOGY

3.0 INTRODUCTION

This chapter discusses the methodological approach that was adopted for the study. It presents the research strategies and design employed, as well as the rationale for the choice of those approaches. The study is explorative in nature; hence a case study approach was adopted for the study. The succeeding sections in the chapter outline and discuss the study areas and units of analysis of the study. Also, the sampling method and rationale for its use in selecting respondents and the sample size are discussed. The data collection methods and methods of analysing the study's data are also discussed. Ethical considerations, and the limitations of the study are as well discussed.

3.1 RESEARCH APPROACH

The qualitative research approach was adopted for the study. The rationale for choosing this approach is due to its explorative nature and thus gives the edge to explore for in-depth information that has not been uncovered in previous studies and literature, and this built a deeper meaning and understanding of the situation been studied. The quantitative, qualitative and mixed methods research approaches are three research approaches that are widely used by researchers. However, each of these approaches has advantages and disadvantages over the other, and it is thus appropriate to choose the approach that best suits a problem under study. According to Creswell (2014, p.11), "researchers are free to choose the methods, techniques, and procedures of research that best meet their needs and purposes." Besides, identifying a particular methodological approach helps the researcher to appropriately collect and analyse data depending on the objectives of the study and the research questions that the study seeks to answer.

Another advantage of the qualitative research approach is that, the researcher is able to directly interact with individuals who have basic and primary information and develop subjective meanings of the problem been studied. The qualitative research approach thus guided me to obtain first-hand information from respondents on the factors that influence the role of teachers on the access to education for PWD. Creswell, argues that "qualitative researchers seek to understand the context or setting of the participants through visiting this context and gathering information personally. They also interpret what they find, an interpretation shaped by the researcher's own experiences and background." Creswell, (2014, p. 9) Unlike the quantitative approach which dwells on large samples, the qualitative approach, although usually requires small samples, enabled me to obtain in-depth information from the qualitative data collection strategies I employed in the study. The variations in the choices of the teachers at the three different stages and their relations with the PWD would be best understood in the light of in-depth interviews and direct observations of the participants of the study. This method enabled me make enough observable implications for the theoretical underpinnings of the study.

3.2 RESEARCH DESIGN

The research design involves the strategies with which researchers derive information about a case or phenomenon. According to Yin, (2003, p. 20) the research design “is the logical sequence that connects the empirical data to a study’s initial research questions and, ultimately, to its conclusions.” The case study approach was employed in the study, to examine the factors that influenced the role and choices of teachers in providing access to education for persons with disability from the basic to the tertiary level of education. “The distinctive need for case studies arises out of the desire to understand complex social phenomena. In brief, the case study method allows investigators to retain the holistic and meaningful characteristics of real life events.” (Yin, 2003, p. 2). The case study design enabled me to explore the factors that contributed or impeded the access to education for the persons with disability, with a comparative analysis of the teachers in the basic, secondary and tertiary levels of education. That is, the case study approach also enabled me to decipher if there was a variation in the role of the teachers at the basic, secondary and tertiary levels of education.

3.3 AREA OF THE STUDY

The study was conducted in two regions in Ghana; Eastern region and Greater Accra region respectively. In the Eastern region, three public schools were selected from the Akuapim-North District namely; Akropong School for the Blind, Mampong Demonstration School for the Deaf, and Okuapemman Senior High School. The University of Ghana was selected from the La-Nkwantanang Municipal Assembly of the Greater Accra region. The public schools and university were selected from these regions because they are among the few educational units which provide special education for persons with disability. That is, considering the fact that, the persons with visual impairment and persons with hearing impairment were the only two categories of persons with disability selected among the study’s participants, these educational institutions are among the few institutions that provide special education to these categories of persons with disability.

3.4 UNIT OF ANALYSIS

According to Yin (2003, p. 24) “selection of the appropriate unit of analysis will occur when you accurately specify your primary research questions.” The unit of analysis has come under a number of disputations as to whether it should be contrasted with a case or they mean the same thing. According to Bhattacharjee, (2012, p. 9) “The unit of analysis refers to the person, collective, or object that is the target of the investigation. Typical unit of analysis include individuals, groups, organisations, countries, technologies, objects and as such.” The unit of analysis in the study are the *individuals*. That is, the first group consist of *teachers* who provide education for persons with disability in the three selected schools and the tertiary institution. The other units of analysis are the *students, head teachers, and officials*. The study aimed at examining the factors that influence the role and choices of teachers in the provision of education to persons with disability. Hence, the main focus was on the teachers, students, head teachers,

and officials in the educational institutions. The teachers were selected from these institutions in order to enable the researcher make a comparative analysis of the role individual teachers perform across the three levels of education namely basic, secondary and tertiary.

3.5 SAMPLING METHOD

The key respondents were selected from the schools and university, as well as one organization. A purposive sampling method was employed to purposively select the respondents, based on the objectives of the study and also the comparative analysis that the study sought to examine in terms of the basic, secondary and tertiary levels of education. Therefore, respondents were selected based on their knowledge and expertise in the education of PWD. The respondents were basically teachers who taught PWD, visually impaired students and hearing impaired students, as well as resources persons and coordinators who were coordinating the educational needs of PWDs. "The main goal of purposive sampling is to focus on particular characteristics of a population that are of interest, which will best enable you to answer your research questions." (Lund, 2012). In this regard, an expert sampling method was employed in order to explore and obtain more observable implications of the cases, hence, "respondents are chosen in a non-random manner based on their expertise on the phenomenon being studied." (Bhattacharjee, 2012, p. 69).

3.6 SAMPLE SIZE

The sample size for the study was twenty-four (24). This figure differs from the initial number of twenty-five (25) respondents as proposed, the number changed because some respondents could not be interviewed, and as the data collection progressed, some key respondents were also identified. This sample size was chosen because the study being a case study did not require a large number of respondents. Rather the aim was to obtain in-depth and first-hand information from the respondents for a deeper understanding of the cases been studied. The total number of respondents for the study have been categorised in table 1 below.

Table 1: Table 1: Categories and Number of Respondents

<i>Category</i>	<i>Number of respondents</i>
1. Akropong School for the Blind: a. Head teacher	1
b. Teachers	3
c. Students	3
2. Okuapemman Senior High School: a. Teachers	2
c. Students	2
3. Mampong School for the Deaf: a. Head teacher	1
b. Teachers	2
c. Students	2
4. University of Ghana: a. Coordinator, OSSN	1
b. Lecturers	3
c. Resources person, (OSSN)	1
d. Students	2
5. Ghana Federation of the Disabled: Programmes Coordinator	1
Total	24

Source: Fieldwork Data

3.7 DATA COLLECTION

The case study approach according to Yin (2003, p. 14) “relies on multiple sources of evidence, with data needing to converge in a triangulating fashion, as another result benefits from the prior development of theoretical propositions to guide data collection and analysis.” A case study researcher should be able to obtain more in-depth information of the case been studied based on the wide variety of data sources at his or her disposal. Creswell (2014, p. 188) argues that, “the data collection steps include setting the boundaries for the study, collecting information through unstructured or semi structured observations and interviews, documents, and visual materials, as well as establishing the protocol for recording information.” I employed a triangulation of qualitative data collection strategies to obtain the data from the field. The primary sources of data were basically face-to-face interviews and direct observations. Documentary sources served as secondary data for the study.

3.7.1 INTERVIEWS

The primary data collection method for the study was face-to face-interviews, where I directly interacted with the respondents of the study to obtain their concrete knowledge and opinions. A semi-structured interview guide with open-ended questions was used to enable respondents give in-depth and relevant information. The interviews were guided by an interview protocol where the purpose of the study was explained to the respondents. Terms and concepts were explained in clear and simple terms for respondents to understand and give their candid and personal views. Respondents were asked open-ended questions in order to give them the leverage to adequately express their views on the case. The interview questions were framed in relation to the theoretical framework and the key concepts of the study. The questions were also informed by the hypotheses of the study, as one goal of the interviews was to explore the detailed and personal views and information from the respondents in order to answer the research questions and examine the hypotheses of the study. The advantage of this method of gathering information is to hear, and listen to participants in their natural setting. It gives participants/respondents (interviewees) opportunity to express themselves freely with the interviewer.

Five different categories of respondents were interviewed namely; head teachers, teachers/lectures, students, resources persons, and coordinators. Participation was voluntary. They were asked different sets of questions, with the interview sessions lasting between approximately 15 to 30 minutes. I employed the services of a research assistant and a sign language interpreter to assist in the interview process and the interview sessions with the students with hearing impairment respectively. The interviews were recorded with a digital audio recorder. I also used field notes to write or take note of essential information during the interview sessions. The data was transcribed, with themes developed for, and in the course of analysing the data.

3.7.2 OBSERVATIONS

A number of observations were conducted in the study in relation to the teachers' interactions with the students with disability. The observations served as follow-ups to some of the responses given during the interviews. They also presented more empirical evidence on the situation been studied, and thus more observable implications of the theoretical foundation of the study. The study observed some teaching activities of teachers during their lesson periods, and some support services they rendered to the students with disability at the Akropong School for the Blind, Mampong School for the Deaf, and Okuapemman Senior High School respectively.

At another level, the study observed how the resources and assistive devices available in the schools were used by teachers as well as students such as the Perkins braille machine, Embossers, audio recorders, physical objects for classroom illustrations, among others. Some of these observations were made alongside the interview sessions. Notes of relevant information were taking during the observations as such

details might not have been readily available during the interview sessions. Besides, it is important as a researcher to personally observe the behaviour of participants at the research sites in order to derive in-depth and subjective meanings of the phenomenon under study. This method of gathering data enabled me to observe certain behaviours and actions which participants or respondents may not be comfortable to discuss or talk about during interviews. I was mindful of the privacy of respondents in my observations.

3.7.3 DOCUMENTARY SOURCES

Documentary sources of data were obtained as the secondary data for the study. The written documents were obtained to support the data retrieved from the interviews and observations made. However, the study was not able to retrieve much written documents from the field as they were not readily available, and besides the case being studied was not one that has received much attention in the educational system over the years. Nevertheless, some relevant documents such as policy frameworks and guidelines, and relevant literature on the PWDA were retrieved from internet directories. Such documents included the Persons with Disability Act, Education Strategy Policy of Ghana for 2003-2015, World Data on Education, and Education Act of Ghana, 2008. Teaching curricular, and teaching and learning materials and books used by teachers were also reviewed during interviews. Other document sources such as publications, journal reports and literature relevant on the theoretical and conceptual foundations of the study were also used in the study. The textual data provided useful insights for the study which may not be obtained from interviews and direct observations.

3.8 DATA ANALYSIS

To make it easier for analysing data, data collection protocols should be advanced before data is analysed and interpreted. As part of the data collection protocol, information obtained from interviews were recorded using an interview protocol which included details on the place and time as well as the participants involved in the interview. Guidelines for carrying out the interviews and which questions to ask presented an accurate note of the information obtained. As such, interview data was recorded and notes were taken as well as observational data.

The essence for data analysis and interpretation is therefore “to make sense out of the text and image data. It involves segmenting and taking apart the data as well as putting it back together.” (Creswell, 2014, p. 195). The data obtained from the interviews and observations were transcribed and categorized into themes and codes for easy interpretation. A description of the responses was categorized based on the units of analysis and the three levels of education (basic-secondary-tertiary) to help make a comparative analysis of the roles and choices of the teachers. The findings of the study have been interpreted in relation with the variables of the study. Thus, the aim is to present the study findings in light of the theoretical underpinnings of the study. The analysis of the data and study findings have been discussed thoroughly in the subsequent chapters.

The study's hypotheses have been examined in the light of the analysed data and the theoretical underpinnings of the study. Examining the hypotheses will present the relationships that exist among the variables of the study. Thus, the extent to which the conditions of work influence the role of SLBs in providing education for persons with disability. The rationale is not to falsify the theory, but, in as much as the theory provides a generalized knowledge of the phenomenon this study explored, the study's empirical findings and observations provided a test for the theory of street-level bureaucracy, as well as answers for the study's research questions. It also seeks to develop meaning for the role of teachers in the implementation in terms of access to education for persons with disability, per the Persons with Disability Act of Ghana.

3.9 QUALITY OF THE STUDY

Measures need to be put in place to ensure that data collection methods and analyses procedures are accurate for the purposes of validity and reliability. "Qualitative validity means that the researcher checks for accuracy of the findings by employing certain procedures, while qualitative reliability indicates that the researcher's approach is consistent across different researchers and different projects." (Gibbs, 2007, cited by Creswell, 2014, p. 201). Four tests have been identified by social science researchers to test the quality of any research work; construct validity, internal validity, external validity and reliability. (Yin, 2003, p. 33-34).

3.9.1 CONSTRUCT VALIDITY

"This involves establishing correct operational measures for the concepts been studied." (Yin, 2003, p. 34). Concepts were thoroughly explained to the respondents to avoid any misrepresentation of the study's objectives. Any flaws in the measurement of the study's variables could create some bias hence, I took it upon myself as the researcher to ensure that respondents have a clear meaning and understanding of the concepts, and terms that were employed in obtaining the data. Yin (2003, p. 36) further argues that, another way of improving the construct validity of the study is "the use of multiple sources of evidence, in a manner encouraging convergent lines of inquiry." The interviews, observations and document sources that were obtained were carefully guided by a data collection protocol to ensure that accurate and precise data were collected and to prevent interpreting wrong information.

3.9.2 EXTERNAL VALIDITY

External validity involves "establishing the domain to which a study's findings can be generalized." (Yin (2003, p. 34). In order to generalize this study's findings to other cases, the processes and measures for collecting data were properly documented, "such as a protocol for documenting the problem in detail and the development of a thorough case study database." (Creswell, 2014, p. 204). This was also to make it easier to replicate the study by other researchers and in similar cases. Another rationale for comparing the case on the three levels of education was also to ensure that the study's findings could be generalized. The

study may be replicated in similar cases; such as studies on street-level bureaucrats or other public workers responsible for implementing policy at the frontline. This study focused on the role of teachers in providing access to education for persons with disability. Access to education is one of the eight provisions in the Persons with Disability Act, hence this study has provided a basis for similar studies on how the role of street-level bureaucrats influence the implementation of other Provisions in the Persons with Disability Act, as well as other public policies that are been implemented. “In general, it is easiest to maximize validity by adhering to the data and not allowing unobserved or unmeasured concepts get in the way.” (King et al., 1994, p. 25). My findings may not be generalised but can be transferable in similar study context.

3.9.3 INTERNAL VALIDITY

Internal Validity involves establishing a causal relationship in the study. According to Creswell, 2014, p. 202), “triangulating different data sources of information by examining evidence from the sources and using it to build a coherent justification for the themes, help to increase the validity of a qualitative research”. The basic premise of the study was to examine the factors that influenced the role of teachers in providing access to education for persons with disability. This therefore raised the possibility of a causal relationship in the study, hence the research used a triangulation of different data sources to explore this case.

The themes derived from the analysis of the study’s findings showed a causal relationship between the independent variables, the intervening variable and the dependent variable of the study. It was observed from the study that, the independent variables of the study – problem of resources, goals, performance measures and relations with clients, have a direct influence on the role of the teachers. That is, influencing the decisions they take in providing access to education for the persons with disability.

Despite the explorative nature of the study, the study’s objective of examining the factors that influence the role of teachers in providing access to education for persons with disability implied the need to identify a causal relationship between the independent variables and intervening variable, as well as the relationship between the intervening variable and the dependent variable of the study. That is, the influence of the conditions of work on the role of the teachers, as well as the influence of the role of the teachers on access to education for the persons with disability. In as much as the triangulation of different data sources helped to examine the causal relationships in the study, it also ensured that the study’s approaches and findings were accurate. (ibid)

3.9.4 RELIABILITY

Reliability involves “demonstrating that the operations of a study such as the data collection procedures can be repeated with the same results.” (Yin, 2003, p. 34). In order to reduce any biases in the study, the interviews, observations and documentary data sources were properly documented, as well as the protocols

that were employed in the data collection and analysis. “It is helpful to note in this log [of records] whether the information represents primary material (i.e., information directly from the people or situation under study) or secondary material (i.e., secondhand accounts of the people or situation written by others). It is also helpful to comment on the reliability and value of the data sources.” (Creswell, 2014, p. 194). The presence of this information would make it easy for other researchers to repeat the same study with the same instruments and processes. The protocols used in gathering data for the study help to increase the reliability of findings.

3.10 ETHICAL CONSIDERATIONS

Achieving the objectives of the study is as important as respecting the personality of the study participants. “Researchers need to protect their research participants; develop a trust with them; promote the integrity of research; guard against misconduct and impropriety that might reflect on their organizations or institutions; and cope with new, challenging problems.” (Israel & Hay, 2006, cited by Creswell, 2014, p. 92).

Some measures were considered to ensure that the purpose for conducting the study as well as objectives are presented adequately at the research sites. In order to request for permission and consent at the research field, I introduced myself and outlined an overview of the study as well as an Introduction Letter consented by my supervisor at the respective areas of study. Dates were scheduled for the interview sessions with the respective respondents. Similarly, the terms of the interview were explained to the respondents, emphasizing the purpose for the research work, and the duration of the interview sessions, the confidentiality of their personal profile and their willingness to give out any information without duress. Issues of probable inconveniences during the interview sessions were also explained to respondents. I ensured that, I adhere to these ethical issues in the study. In order to protect the privacy of respondents, I adopted codes which are illustrated in table 2 below.

Table 2: Research Sites and Code Names of Respondents

Research Field	Respondent	Code
Akropong School for the Blind	Head Teacher -1	A/HT1
	Teacher-1	A/T1
	Teacher-2	A/T2
	Teacher-3	A/T3
	Student-1	A/S1
	Student-2	A/S2
	Student-3	A/S3
Mampong Demonstration School for the Deaf	Head Teacher -1	M/HT1
	Teacher-1	M/T1
	Teacher-2	M/T2
	Student-1	M/S1
	Student-2	M/S2
Okuapemman Senior High School	Teacher-1	O/T1
	Teacher-2	O/T2
	Student-1	O/S1
	Student-2	O/S2
University of Ghana	Teacher-1	UG/T1
	Teacher-2	UG/T2
	Teacher-3	UG/T3
	Student-1	UG/S1
	Student-2	UG/S2
	Official/OSSN-1	UG/OSSN/OF1
	Resource Person/OSSN-1	UG/OSSN/RP1
Ghana Blind Union	Official	GBU/OF1

Source: Fieldwork data.

The table above presents a reference for the respective participants of the study. In order to maintain the confidentiality of the personal profile of respondents, ⁶Code names have been developed for each respondent of the respective research sites. The code names are preceded with the first initials of the names of the respective schools/institutions. These code names were also developed to aid in presenting accurate references of respondents' views and quotations in the analysis of the research findings.

⁶ The prefixes; A, M, O, and UG refer to Akropong, Mampong, Okuapemman and University of Ghana respectively. The suffixes; 1,2,3, etc. refer to the reference numbers of the respondents from each research site.

3.11 LIMITATIONS OF THE STUDY

The conduction of the study was not without limitations. The first challenge was the schedule of interview appointments, where interview sessions had to be postponed for later dates due to the tight schedules of some respondents. Another limitation was that, all efforts to interview some officials proved futile as they either had other engagements or that the secretaries in their departments could not relay the interview requests to them. Besides, there were a few respondents who hesitated in agreeing to the terms of the interview or giving out some important information. The collection of relevant documentary sources was also a limitation to the study. There were not enough documents available at the research sites, and studies on the education of PWD have seldom focused on the role of street-level bureaucrats in the implementation process. These limitations notwithstanding, much in-depth information was retrieved from the interviews, observations and the documentary sources available.

3.12 CONCLUSION

This chapter has presented the research methodology of the study. The chapter has presented the research design that was employed in the study. The qualitative research approach was adopted in the study, and a triangulation of data collection procedures and protocols to provide enough in-depth information. The data has been analysed using themes and descriptions per the data collected and the hypothesized variables from the theoretical framework of the study. The purpose of this research design was to serve as a guide to the study. And the analysis and interpretation of the data will be presented in subsequent chapters, which will give readers a broader and in-depth understanding of the disability situation in Ghana with regards to the role and choices of teachers in providing the service of access to education to persons with disability.

CHATER FOUR: ACCESS TO EDUCATION FOR PERSONS WITH DISABILITY

4.0 INTRODUCTION

This chapter presents a discussion of the Persons with Disability Act (PWDA) of Ghana, with the main focus on the policy's provision on education of persons with disability. It presents an overview of the objectives and measures outlined for implementing the provision on education of the persons with disability. It also discusses the state of the education of the persons with disability. The focus in this chapter is thus on the dependent variable: 'access to education'. In this regard the analysis focuses on the reality of persons with disability's access to education. Emphasis is placed on the basic, secondary and tertiary levels of education and the extent to which the disabled students have access to education as emphasized in the objectives outlined in the policy.

4.1 OVERVIEW OF THE PWDA'S PROVISION ON EDUCATION OF PERSONS WITH DISABILITY

The Persons with Disability Act (Act 715) was passed in 2006 to ensure a sustained living condition for persons with disability in Ghana. It is the seven hundred and fifteenth act of the parliament of the republic of Ghana. The provisions in the act feature the rights of PWDs, the establishment of a National Council on Persons with Disability (NCPD) and administration and financial measures. The provision on education of persons with disability, is the third provision that the policy seeks to address. The provision comprises the 16th to 22nd sections in the act namely:

- **16.** Education of a child with disability.
- **17.** Facilities and equipment in education institutions
- **18.** Free education and special schools.
- **19.** Appropriate training for basic school graduates.
- **20.** Refusal of admission on account of disability.
- **21.** Special education in Technical, Vocational and Teacher Training Institutions.
- **22.** Library Facilities. (Ghana Federation of the Disabled, 2008).

The policy sought to ensure that, a child with any form of disability, who has reached the school going age must be enrolled in school by his or her parent. School officials, must also not decline a disabled child admission on the basis of the disability. The policy further stipulates that, the education must be free for the persons with disability, and appropriate facilities and training must be made available for them in order to have access to education like every other child. (Ghana Federation of the Disabled, 2008). A report indicates that. "special education schools have been established in all regions and integrated schools have been established in a few targeted districts under the Special Education Division." (Casely-Hayford et al. 2011: 10). Some of these public schools are basic schools while others are senior secondary schools. Besides, the tertiary institutions are mostly integrated schools where some categories of disabled students

are admitted, such as the University of Ghana, University of Cape Coast, to mention but a few. The special education schools and integrated schools basically admit special students with disabilities such as visual impairment, hearing impairment, mental/psychological impairments, and physically challenged persons.

A report by Mensah et al. (2008) on the conceptual analysis of the disability situation in Ghana indicated that, “the blind/visually impaired constitute the highest proportion of PWDs found in Ghana with 59.0 percent for females and 55.1 percent for males. The physically disabled represents the second largest category of PWDs with disabilities. Persons with learning disabilities are in the third category with 14 percent for females and 13 percent for males. The deaf/hearing impaired also constitutes 11 percent (for males) and 10 percent (females). It is estimated that approximately 10% of Ghana’s 20 million citizens are persons with disability”.

4.2 THE STATE OF PWD’S ACCESS TO EDUCATION

The PWDA’s provision on education of persons with disability states that, “the government shall establish special schools for persons with disability who by reason of their disability cannot be enrolled in formal schools. (Ghana Federation of the Disabled, 2008). The provision draws an emphasis on the teachers who are responsible for engaging the persons with disability in the curricula activities in the special schools and integrated schools. The PWDA barely outlines basic prerequisites that will ensure that teachers adequately provide the needed services for persons with disabilities in schools. The Ministry of Education (MOE) has recently assured concerned citizens of the government’s plans to ensure that the provision meet international standards, such as the United Nations Convention on Rights of Persons with Disability (UNCRPD). ⁷“The OECD Report ‘Teachers Matter’ recognises that, the demands on schools and teachers are becoming more complex as society now expects schools to deal effectively with different languages and student backgrounds, to be sensitive to culture and gender issues, to promote tolerance and social cohesion, to respond effectively to disadvantaged students and students with learning or behavioural problems, to use new technologies, and to keep pace with rapidly developing fields of knowledge and approaches to student assessment. Teachers, therefore, need confidence in their ability and the knowledge and skills in inclusive education to meet the challenges that they will encounter in the present school climate.” (Carroll et al., 2003, cited by European Agency for Development in Special Needs Education, 2010, p. 7).

As I mentioned earlier, access to education is the dependent variable for the study. This variable was operationalized in the study based on the objectives of the PWDA’s provision on education of persons with disability. However, the study adopted four main indicators from the objectives for the purpose of the study. This study did not focus on all the categories of persons with disability in Ghana. The study was limited to persons with visual impairment and persons with hearing impairment. The variable was

⁷ OECD refers to the Organization for Economic Co-operation and Development.

measured in terms of the extent to which the persons with disability have access to education with regards to the underlying indicators. The indicators for the variable are outlined as follows;

- Formal Registration
- Support services and facilities
- Participation

4.2.1 FORMAL REGISTRATION

This indicator- *formal registration* was operationalized as the study as the situation whereby hearing impaired and visually impaired students were granted admission to enrol in school. The formal registration in terms of process of admission of persons with visual impairment and persons with hearing impairment is crucial at the basic, secondary and tertiary levels of education in Ghana. In this regard, the study was conducted in three public schools and one public university, which enrolled students with hearing impairment and students with visual impairment. Thus table 3 below shows the schools/institution and the respective categories of students with impairment that are admitted.

Table 3: Schools/Institution and Categories of Students with Impairment Enrolled.

<i>SCHOOL/ INSTITUTION</i>	<i>EDUCATION LEVEL</i>	<i>CATEGORY OF STUDENTS WITH IMPARMENT</i>
1. University of Ghana	Tertiary	Visually impaired, Hearing impaired.
2. Okuapemman Senior High School	Secondary	Visually impaired
3.Mampong Demonstration School for the Deaf	Basic	Hearing impaired
4. Akropong School for the Blind	Basic	Visually impaired.

Source: Fieldwork data.

University of Ghana is an inclusive tertiary institution, and one of the few universities in the country which admits students with different kinds of disability. There is an office established in the university solely to coordinate the affairs and needs of these categories of students, as well as to provides assistance to lecturers who teach these students. The office is known as Office of Students with Special Needs (OSSN). Two students with visual impairment were purposively selected as participants for the study, as well as three lecturers who teach students with visual impairment and students with hearing impairment. However, students with hearing impairment were not readily available for interview at the time of the field work in

Ghana. Okuapemman Senior High School is an inclusive senior secondary school, where students with visual impairment are integrated with the regular students. The inclusive nature of this school is similar to the case of University of Ghana, where students with visual impairment are mixed with regular students for lectures among other activities. This school also established a Resource Centre for students with visual impairment. The resource centre is where these students are provided with necessary assistance in their academic work. In this second case (Okuapemman Senior High School), four respondents were purposively selected from this school, comprising two teachers and two students with visual impairment. I considered views of both teachers and students crucial in this study. Since teachers work or teach the students, there is the need to solicit views of both categories of respondents for better understanding on 'access to education' (dependent variable).

Besides, Mampong Demonstration School for the Deaf is a special school for students with hearing impairment. It is a basic school where students are enrolled from the nursery to primary, and to the junior secondary levels of education. In this school, I selected five respondents of which two were teachers and one head teacher. The remaining two persons were hearing impaired students. It is important to note that, this school differs sharply from the previous ones because it is established solely for persons with hearing impairment (the deaf). Thus the students selected here belong to only one category.

Finally, seven respondents were selected from the Akropong School for the Blind. This school is a special school for students with visual impairment. Three of the respondents were teachers, one Head teacher, as well as three visually impaired students. This implies that the last two schools are specialist schools. While the former is a special school for persons with hearing impairment, the latter is for persons with visual impairment. The views and opinions of teachers and students in these schools are crucial.

The admission of some persons with disability were hindered in some schools. The study indicates that, some persons with disability could not get a placement in school the first time they attempted to enrol because the school authorities said there were no vacancies. Due to this reason, they missed school for about two academic terms before they could be enrolled. One respondent (A/HT1) from Akropong School for the Blind said that,

“The challenge is that with some specific subjects, we do not get the teachers. For instance, I am just coming from a class. Am not supposed to teach but we don't have a French teacher and so I have to sacrifice and take that class. We need more teachers for Science, Mathematics, ICT, French and Music.”

The comments indicate that there are staffing (number of teachers) and infrastructure problems. The study further showed that the admission of some students were put on hold (a waiting list) with the view that there is a specific number of students that could be admitted in every class, and most of the classes were was full at the time some of the students wanted to enrol. Other students had to be on the waiting list for

admission because there were not enough resources to accommodate them. This suggests problem of resources has effect on students' enrolment (admission) into the specialist schools.

Some respondents also indicated that, it was difficult to proceed with the school registration because they were in remote areas where getting access to the internet for online registration was a problem. Besides distance to specialist schools and internet access, I also found that some persons with disability almost lost their chances of been enrolled because some school authorities were sceptical about their disability. According to a respondent- UG/S2 from University of Ghana,

"We were asked to provide a medical report on our status as a visually impaired which I did. And in my case it seems not obvious to people that am partially sighted. My eyes there, but they are not functioning well. So people find it difficult to see me as a visually impaired. Getting into the walls of University of Ghana was somehow difficult. Most offices I go to, they asked for a prove to show that I was visually impaired, so I always had to carry my medical report along and they sometimes made me feel embarrassed. Some felt I was acclaiming the status of a visually impaired because I needed a favour to come to the university. So I felt so embarrassed when asked such questions."

An official from the Ghana Blind Union (GBU/OF1) also mentioned that,

"For the basic schools, they don't refuse to enrol the disabled students, but as for the secondary and the tertiary, the schools may refuse them if – they do not have adequate facilities to accommodate them; the resource persons there are not enough. But aside that, if the school is an inclusive school, they may not refuse them. And for the tertiary institutions like the colleges of education. Recently there has been an issue with maths and science that has been a challenge. But we intervene by writing a letter to the tertiary council to waiver the maths and science."

The quotes above suggest there are some challenges that affect admission or enrolment of persons with disability particularly the visually challenged ones. One such is the perception that, a person is not really visually impaired since he or she has clear eyes and is able to move to some extent. And they also suggest a problem of resource constraints.

Documentary records on 'statistics shows that there are about 679,000-804,000 children with disabilities in Ghana. Out of this number only 6 percent of the populations of these children receive any form of education. The remaining 94 percent representing about 629,800-755,760 children with disability are out of school. This suggests that most PWDs do not have access to education' (Mensah et al., 2008). These findings indicate that, only a small number of persons with disability are enrolled in the special schools and integrated schools. Besides, most of the special schools are basic schools. And only a few secondary schools and universities are integrated schools.

4.2.2 SUPPORT SERVICES AND FACILITIES

This is the second indicator of the dependent variable. It was operationalized in the study as the services that are rendered to the hearing and visually impaired students, as well as the facilities, resources and equipment that are needed to enhance their basic skills. Such facilities included accessible classrooms, libraries and laboratories, learning materials, among others. The PWDA stressed on the provision of these resources to persons with disability in all educational institutions. However, it has been almost ten years since the policy was implemented in Ghana. I found that, there are not enough of these resources for the students with hearing and visual impairments. This was what respondent- UG/S2 from University of Ghana said:

“Accessing lecture halls and other facilities are difficult. There are barely ramps, elevators, covered gutters, etc. for easy access. Currently they have started a project in one residence hall, which they promised to extend to the other halls. And that brings to mind the Persons with Disability Act that was passed in 2006, which gave a grace period up to 2015 which is this year. They indicated that they cannot take any public institution on till 2015 if their buildings are not accessible to persons with disability. And some of the institutions argue that the buildings were not made before the act was passed so provisions were not made for that. So most halls of residence and most lecture halls in the university are not disability friendly.”

The study found that most of the old classrooms in the schools are not accessible to most students with disability. And this should not be the case since the policy stated clear objectives towards this end. It is argued that, both faculty and students with disabilities have recognized the need for instructors to have more information about academic accommodations, legal responsibilities, and campus resources that support students with disabilities (Burgstahler, Duclos, & Turcotte, 2000, cited by Burgstahler & Jirikowic, 2002, p. 2). Some respondents also indicated that the resource centres for students with disability are supposed to be stuffed with necessary materials and assistive devices, but currently that is not the case. One could barely find some of these devices at the resource centres. The report by Mensah et al., (2008) has also indicated that, ‘to make teachers with expertise in sign language, braille writing and reading available in mainstream schools, each educational, vocational and technical training institution in each region of Ghana is supposed to have in their curricula sign language and braille reading and writing programmes. All public libraries are also to be fitted with disability friendly learning materials and equipment. The Legislative Instruments (LI) have not been developed and hence PWDs are unable to enjoy the benefit made under the Act.’ Thus I found many more challenging situations in schools for PWDs.

4.2.3 PARTICIPATION

This third indicator- participation was operationalized in the study as the extent to which the hearing and visually impaired students are given the necessary attention, the extent to which they are able to participate in the classroom activities and instructions as well as the extent to which they are able to perform well and attain some basic skills and knowledge. Although the Persons with Disability Act highlights as one of its

provision to ensure that persons with disability have access to free education and special education, the study revealed otherwise. It was observed that, as at now, most students have to stay home for a month or two before they can get money to come back to school. Thus, the free education for these students is only to a certain level because the government only takes care of part of the expenses and the guardians of these students usually find it difficult to take care of the remaining payment. Students have had the challenge of buying some textbooks and assistive materials themselves where it is the government's responsibility to provide these materials.

The study's findings also indicated that there are instances where the hearing and visually impaired students are not able to participate and contribute to the learning activities in class because they form a minority of an entire class with students without disabilities. The study also established that some of the teachers do not recognize them in class and so they tend to be left out of an entire lesson period.

Special training encompassed the training that hearing and visually impaired students receive outside of the classroom. Disabled students may receive some form of special training when they enrol in the school for the first time, or in instances where they are not able to cope with the normal classroom teaching and learning. In this case they would be assigned to rehabilitation classes and vocational classes for training, counselling, and development of basic skills.

The study found that, the basic schools have rehabilitation centres where students are offered some form of special training. Commenting on the rehabilitation process for students, one respondent (A/HT1) said that:

“With the rehabilitation, especially the adults, some were previously in school, or would have completed some level of education before coming. And some are old but have not been to school before. So you realize that, if it had not been for their disability, they would not have gone to school. Hence, when they come, we admit them in the Rehab A and B classes, and teach them the braille. They go through counselling, then English language lessons and other things to prepare them. So these will determine the class or level they will finally be admitted to”.

The rehabilitation process is expected to groom the students, and the teachers identify their weaknesses and assist them to become more productive and excel academically. The study also found that some parents would request for the services of the teachers for the rehabilitation process for their wards so that they can perform better.

4.3 CONCLUSION

The chapter has presented and discussed an overview of the PWDA's provision on education of persons with disability, and the current state of the access to education for the persons with disability in the research study's sites. Three themes were developed in order to examine the implementation of the PWDA's provision on access to education for persons with hearing impairment and persons with visual impairment. The findings have shown that, the implementation process has not been as effective as it was

ascertained by the government, although a ten-year moratorium was initiative to spearhead the process. The proceeding chapters therefore present analyses and discussions of the factors that may have influenced the implementation of access to education for the persons with disability.

CHAPTER FIVE: ANALYSIS AND DISCUSSION OF FINDINGS ON THE INFLUENCE OF CONDITIONS OF WORK ON THE ROLE OF TEACHERS

5.0 INTRODUCTION

This chapter presents an analysis of the relationship between the independent variables and the intervening variable of the study. In order to identify the factors that influence the implementation of the education of persons with disability, it is important to examine the role of teachers as an intervening variable between those factors (independent variables) and the persons with disability's access to education (dependent variable). Lipsky emphasizes that, the role of street-level bureaucrats is characterized by routine measures and coping strategies which they develop as a result of the conditions of work which confront them. (Lipsky, 2010). Lipsky (2010, p. 27) argued that, "Like other policy makers, they operate in an environment that conditions the way they perceive problems and frame solutions to them. The work of street-level bureaucrats is structured by common conditions that give rise to common patterns of practice and affect the direction these patterns take." Since the passage of the persons with disability act in 2006, government institutions and agencies were tasked with ensuring the effective implementation of the policy. In this regard appropriate agencies and institutions have made efforts to ensure that the policy's objectives are achieved, especially with the adoption of a ten-year moratorium for the implementation of the policy. Thus, this study sought to explore the implementation of the policy's provision on education of persons with disability.

It is important to note that the main objective of this study was to examine the factors that influence the role of teachers in providing access to education for persons with disability. It was argued in the theoretical chapter that; conditions of work may influence the role of the street-level bureaucrats in providing services to the target group. The literature review, particularly Lipsky (2010) argued that conditions of work compels SLBs to adopt coping mechanisms in delivery services to their clients (target groups). In this respect, I assess role of teachers and the coping mechanisms they developed by way of delivering services to target groups, considering the fact that the working environment gives teachers a high degree of discretion to make decisions regarding the categories of citizens they process. (ibid). Hence, I examined the variables namely; problem of resources, goals, performance measures and relations with clients respectively through in-depth qualitative interviews and direct observations to obtain data on the views of respondents on how they influenced the role of the teachers.

According to Lipsky (2010, p. 15), "Street-level bureaucrats work in situations that often require responses to the human dimensions of situations. They have discretion because the accepted definitions of their tasks call for sensitive observation and judgement, which are not reducible to programmed formats". The role of teachers have been operationalized in the study as the decisions and choices the teachers develop as coping mechanisms in light of the conditions they are confronted with, hence "they may be conceived as a set of expected interests as well as expected behaviours". (Lipsky, 2010, p. 18) The study's findings are discussed in relation with the theoretical framework in the quest to answer the central research question

that has been asked: “*What are the factors that influence the role and choices of teachers on access to education.*” It is important to note that, this chapter therefore focuses on answering the first part of the research question, that is to examine the factors that influence the role and choices of teachers. Hence, the sub-research question: *What are the conditions of work that influence the role of the teachers?*

5.1 THE PROBLEM OF RESOURCES

Studies have indicated that, the manner in which street-level bureaucrats exercise their discretion and make decisions concerning the people they process is highly influenced by the limited resources that they work with. (Lipsky, 2010, Brodtkin, 1997) According to Lipsky (2010, p. 29-31), the problem of resources arises as a result of the ratio of workers (SLBs) to clients, time, as well as the personal resources of street-level bureaucrats. The problem of resource was thus operationalized in the study by adopting these three indicators. hence;

- Ratio of teacher to disabled students,
- Time allocated for teaching, and
- The personal expertise of teachers and information on disabled students.

A recent study indicates that, ‘many mainstream teachers report that they do not have the time, training, experience, personal resources, and/or access to professional development that they need to feel confident about teaching students with a disability in a mainstream class’. (Shaddock, et al, 2007, p. 2).

5.1.1 RATIO OF TEACHER TO DISABLED STUDENTS

It is not unusual to find large and overcrowded classrooms in basic, secondary, as well as tertiary institutions in Ghana. However, it is prudent to have much smaller classrooms for students with disabilities in order for a teacher to give them effective attention. According to Lipsky (2010, p. 30), “for teachers, overcrowded classrooms (with meagre supplies) means that they are unable to give the kind of personal attention good teaching requires. High student-teacher ratios also mean that teachers must attend to maintain order and have less attention for learning activities”. In order to explore this phenomenon, I inquired from the teachers through face-to-face interviews whether they had large classes of disabled students, and whether they had access to enough teaching materials for interacting with the disabled students. In getting this important information, I interviewed ten teachers in two basic schools, one secondary school and one tertiary institution.

Findings from the interviews conducted and personal observations made at the schools and university indicated that, the issue of large class sizes was predominantly evident in all the research sites. Some respondents attested to this finding and made emphasis of the fact that the Ghana Education Service (GES) has a required number of students that should be admitted per classroom. However, the required numbers have not been met due to numerous prevailing factors on the ground that made this impossible. The problem of teacher-student ratio was seen to have a toll on the teaching activities in the classrooms as it

thwarted the need for identifying the needs of the disabled students in order to give them effective attention. These were how some of the teachers responded to ratio of teacher-student and class size.

At the Akropong School for the blind, one respondent (A/T2) mentioned that,

“With the class size in the ideal special education setting, the maximum should be 11 students to a teacher in a class for easy understanding and also attend to individuals. But looking at the class, sometimes you are not able to attend to individuals”.

Attending to persons with disability required the consideration of their individual needs so as to determine which services to provide to them and how to proceed with the delivery. The high teacher-student ratio further prevents the teachers from giving the students required number of exercises and teaching enough practical lessons. These practical lessons require materials and physical objects that the teacher uses to teach the disabled students. However, these resources are limited in supply and taking the large class size into consideration, the teacher spends a lot of time teaching with the limited resources, which exceeds the normal time allotted for a lesson.

Respondents at the Mampong Demonstration School for the Deaf reiterated that, large class sizes made it difficult to attend to hearing impaired students individually, Secondly, in this special school for students with hearing impairment, text books and other teaching materials are also not enough. Interview responses revealed that, the government only provides text books for the core subjects (such as Mathematics, English Language, and Social studies, among others), leaving out other subjects while the Parent Teacher Association (PTA) sometimes helped to provide some teaching materials for the teachers. This imply that, the supply of books and other learning materials to the School for the Deaf was inadequate which has direct effect on teachers’ role in teaching and learning for the students with hearing impairment.

The Okuapemman Senior High Secondary School is a regular secondary school with majority of the students being ⁸regular students, while a small section of the students are visually impaired students. Hence, it an inclusive school, and not a special school like Akropong School for the Blind and Mampong Demonstration School for the Deaf. It was observed that, all the visually impaired students as well as the regular students attended classes together. The study conducted revealed that, the teachers have high class sizes just as the other schools discussed. Besides, what made it even more challenging is the fact that, the visually impaired students were only few in most of the classes. It was difficult for the teachers to attend to the visually impaired students effectively with regards to their individual needs.

Besides, the case was not different at the University of Ghana. The study found similar problems in terms of class size and teacher-student ratio. The university had classroom settings with both impaired and unimpaired students, just as the Okuapemman Senior High Secondary School. It was observed that, teachers in the university did not have adequate access to physical objects and teaching aids for making illustrations while teaching the hearing impaired and visually impaired students. Respondents expressed concerns that, teaching some subjects such as mathematics and science to visually impaired students were

⁸ The term ‘regular students’ is used here to refer to the students who are not persons with disabilities.

challenging due to the unavailable resources. However, not much concern had been shown by their superiors (university authorities) concerning the needs of these persons with special needs (hearing and visual impairments). A study done by Ofori (2012) to examine teachers' attitude towards inclusive education revealed a similar view that "It is difficult to teach effectively in a class of over thirty students with more than one student with special needs, such as speech difficulty, sign language student and those needing braille. We spend almost half of school time work on attending to these students and this is the first time some of us have students who need a lot of help to cope with everything in the class." This study's finding confirmed my findings and this showed that large class sizes impedes the extent to which the teachers are able to effectively attend to the students with impairments.

5.1.2 TIME CONSTRAINT

One major problem which was seen to confront teachers was that, they had limited time to teach the students. Teaching the disabled students within a limited period of time made it even more difficult considering some responses from the respondents. According to one respondent from the Akropong School for the Blind (A/T3);

"The difficulty here is that, the pace at which we learn is not the same as that of the sighted schools because it takes a longer period of time to finish teaching a concept or a topic. The syllabi are drawn to cover the whole year but it may happen that, because of the pace at which we go, you may not be able to finish the topics in the syllabi on time. In the long run, we write the same exam with the sighted students so it means you the teacher has to go the extra mile to make sure that the students will be able to cover a lot before they will be able to pass their examinations well."

By sighted schools, the respondent was referring to the schools that are not special schools for the disabled persons, such as the visually impaired. As inferred from the respondent's argument, the teachers are expected to teach a number of topics within a specific time frame, and here is the case that it is difficult to teach the required number of concepts by the end of an academic term. UNESCO-IBE (2010) reports that, the operational guidelines for the implementation of the Basic Education Reform states that all schools, whether private or public, are expected to run a full forty-week school year. Under the primary School Development Project, instructional times in basic schools was increased from four to five hours a day. However, the study revealed that, teaching students with disability generally requires much more individualized attention but the time allotted for a lesson period is not enough to do all these. At the end of the day, the Ghana Education Service as well as parents expect teachers to discharge their duties effectively to enable the visually impaired students achieve some basic skills, but the time constraint makes it difficult for this to happen.

Lipsky (2010, p. 29) has argued that "resource inadequacy is not only a theoretical consideration but a highly practical one as well. This is because it appears to the public that resources are manipulable and hence subject to calculable change". This also implies that, "high case-loads affect decision making", in that the high number of students that teachers have to attend to, and the inadequacy of teaching resources

make it difficult for them to perform their duties as expected by their superiors. (Lipsky, 2020, p. 30) Teachers from the Mampong Demonstration School for the Deaf also shared similar views that, the time constraint affects their teaching activities negatively. Some respondents raised concerns that it would have been much better if the Ghana Education Service developed a separate lesson period for the special schools because of the pace at which the disabled students are able to understand what they are taught.

5.1.3 PERSONAL RESOURCES

According to Lipsky (2010, p. 31), “Street-level bureaucrats may also lack personal resources in conducting their work. They may be undertrained or inexperienced. Street-level bureaucrats often experience their jobs in terms of inadequate personal resources, even when part of that inadequacy is attributable to the nature of the job rather than rooted in some personal failure”. The Special Education Unit (SEU) of the University of Education is currently one institution in Ghana that offers a degree programme in Special Education. The qualification for such special education matters and is relevant for teachers who teach students with disability. A teacher who teaches a child with an impairment is supposed to have some form of training and specialization to be able to interact with this child more effectively in terms of meeting the special education needs of such children. Besides, special education teachers are supposed to obtain some information on the students with disability in order to be able to utilize the skills and expertise they have acquired.

Findings from the study revealed that the teachers in the special schools (Akropong School for the Blind and Mampong Demonstration School for the Deaf) were mostly trained special educators and competent in the use of braille and sign language respectively, unlike the teachers in the regular school (Okuapemman Senior Secondary School) and the tertiary institution (University of Ghana). The findings further revealed that, there is a resource centre for students with visual impairment at the Okuapemman Senior Secondary School, with resource persons who assist the teachers in their interaction with the visually impaired students by transcribing lesson notes into braille for the visually impaired students, transcribing brailled class exercises and examinations into text for teachers, as well as other auxiliary assistance to the teachers and the visually impaired students. Similarly, there is an Office for Students with Special Needs (OSSN) at the University of Ghana with resource persons who assist the lecturers as well as the disabled students. Thus I found that, while the special schools had specialist teachers to handle persons with disability, regular schools/universities had only a few trained special educators. The teachers who are not trained special educators were assisted by resource persons from the resource centres in the schools/university.

The study found that most of the teachers in the special schools are competent in the mode of interacting with the visually impaired and hearing impaired students, and this finding builds on Lipsky’s argument that, the incompetence of the street-level bureaucrat could be as a result of the nature of the job and not necessarily a result of their personal failures. That is, the findings from the face-to-face interviews with respondents and observations indicate that the problem of personal resource of the teachers in the special

schools was mainly as a result of the teaching curriculum and syllabus they used. The Ghana Education Service provides a general curriculum for teaching the students with impairment as well as the students without impairments. However, some lessons or topics were not applicable for the persons with disability in the special schools as well as those included in the regular schools. That is, there are occasions where the teachers would have to leave out some topics in the syllabus since the curriculum does not make additional provisions for teaching the students with disability. One respondent (M/T1) in the Mampong Demonstration School for the Deaf iterated this point in an interview:

“There is one topic called Electronic Circuit which I need to teach my students, but I do not have the materials so I could not construct that concept. Besides I cannot explain it using Sign Language so that lesson is hanging until I get the materials before I will be able to teach it.”

One major resource that teachers make use in the school is Sign language. Lipsky’s argument on the personal resources of teachers was also evident here, in that the study observed that some of the teachers are trained special educators, while others are not competent in the use of the Sign Language for teaching the hearing impaired students. Sign language is the basic medium of communication for hearing impaired students, hence a teacher who lacks this resource according to Lipsky (2010, p. 31) may be undertrained or inexperienced. Some respondents raised concerns on the inadequacy of the teaching curriculum for teaching the hearing impaired students, in that, the teaching curriculum has the English language structure which is different from the Sign language structure. This however poses challenges for the teachers to interact with hearing impaired students using the structure of the prescribed teaching curriculum. This constraint further affected the performance of the students, especially in their final exams since they may find it difficult to answer questions on topics they have not been taught. Besides, the responses from the teachers further established that, some of the topics in the curriculum require the teachers to teach practical lessons and use videos for explaining concepts to the hearing impaired students. However, I found from the interviews that such resources and materials are not readily available for teaching persons with hearing and visual impairment.

In contrast, the situation had a different turn at the Okuapemman Senior Secondary School. The study found that, there are only a few teachers who are trained special educators. However, these few special educators double as resource persons at the Centre for Visually Impaired Students (CVIP) in the school, and this implies that most of the teachers who teach the visually impaired students do not have any form of personal resource such as a training in using the braille as a medium of teaching. The concern of one respondent (O/S2) during a face-to-face interview session was that;

“We have just started doing science and maths and we do not have trained teachers in the special education so they teach us like the normal sighted students and at certain times, we find it difficult to cope with the lessons.”

The willingness of teachers to provide students with disability the necessary support in relation to their disability is highly dependent on their knowledge of adapting persons with disability in the general

education structure and curriculum, their perceptions of persons with disability and their knowledge of the policies of an inclusive education for PWDs. (Agbenyega & Deku, 2011; Gyima, 2010; Alhassan, 2014). The teachers in Okuapemman Senior High School did not have access to enough resources for transcribing materials into braille for visually impaired students. Besides, the study's observations indicated that, it was mainly a few of the resource persons at the school's resource centre for the visually impaired who doubled as trained special teachers, and they would normally assist the regular teachers by converting some of the teaching materials into braille for the visually impaired students.

However, the introduction of Mathematics and General Science courses for the visually impaired students implied that, the curriculum for the second cycle schools was lacking in regards that there are no provisions for teaching the disabled students subjects such as the above subjects. Hence the responsibility lies on the teachers to develop ways to teach the disabled students in order to make their job effective. Existing policies and recently drafted policy initiatives such as the Inclusive Education Policy (IEP) and the Education Strategy Plan (ESP) have outlined in their frameworks the need to include in the teaching curriculum, provisions and adaptations for teaching the disabled students, and also the need for teachers to be equipped with necessary expertise in specialisations pertaining to the form of impairment of the disabled students in order to provide them with adequate individualized attention. However, this study has shown that, most of the policy frameworks have only existed in theory over time, with less input channelled to achieve the actual objectives of these policies

The issue of personal resource of teachers at the University of Ghana is quite synonymous with that of Okuapemman Senior High School. As mentioned earlier, this tertiary institution has an Office for Students with Special Needs (OSSN), and as part of its responsibilities, the office has resource persons who assist the teaching staff of the university in the classroom interactions with the persons with disability and other auxiliary responsibilities in the various departments.

From the interviews carried out and observations made, it was revealed that the actual teaching staff do not have special training for interacting with the visually impaired and the hearing impaired students, rather, it was the responsibility of the resource persons at OSSN to accompany the students to their respective classes during lecture hours and assist them in relation to their respective needs - they would interpret lectures to hearing impaired students using Sign language, and describe and read out illustrations, texts as well as diagrams to the visually impaired students. An official at the outfit indicated that, there were currently eighty-four (84) students with special needs in the university, and accompanying these students to lectures and assisting the lecturers by translating the lessons into more accessible modes for these students was just one of their numerous responsibilities as resource persons (UG/OSSN/OF1). Through a thorough interview, I further inquired from the official, whether there were enough resource persons who performed this auxiliary role for the lecturers. This was what the respondent said:

"I would not say there are enough resource persons, because for instance, taking the hearing impaired students into consideration, one resource person cannot sign for a period of one hour. At least, if we have

two resource persons, one will sign half way, and the other person will take over. So we are a bit deficient when it comes to those who sign for the hearing impaired students. And even for the visually impaired also, we need more hands and it is the⁹National Service Persons who assist them” (UG/OSSN/OF1).

Besides, according to all the three lecturers interviewed in the university, it was difficult for them interact effectively with the students with hearing impairment and visual impairment, considering the fact that they did not have much assistive devices for interacting with the students during lectures, and that they did not have enough information on the students with disability in their respective classes. Two comments from some of the respondents were that,

UG/T1- *“I do not have enough materials for teaching them, so in many instances, I will refer them to the authorities and the Coordinator at the OSSN, or the teaching assistants to help them. Because at certain times as a teacher, your hands are tied, you cannot just go beyond the resources you have, so I think it is one of the problems we have dealing with them.”*

UG/T2- *“As a lecturer, you do not have enough information on how many Persons with Disability you have in your class, their form of impairment and their levels of impairment.”*

The quotes above suggest that the university lecturers did not have adequate resources and information on the disabled students, and this impeded the extent to which they could attend to the disabled students. It was further observed that the lectures do not have access to physical objects for making illustrations and teaching some topics. Respondents expressed concerns that, teaching some subjects such as mathematics to visually impaired students were challenging due to the unavailable resources. Moreover, considering the figure of about 84 students with impairment in an academic year, according to the OSSN, this figure shows that, the students with disability formed just a minute portion of their respective classes. Thus, the teaching curriculum here was seen as a disadvantage to this category of students in the university, and it is a major problem for the lecturers to deal with. One respondent (UG/T1) illustrated that,

“I thought qualitative methods just last semester and you are teaching students who is visually impaired mathematics, they cannot see anything, they are can only hear what you say. So in the end, you cannot but improvise examinations for them because they cannot work mathematics, and the facilities are not there for them to use either. And those who are hearing impaired needs typical focus. I have one in my class and he is fortunate to have a Sign Language Interpreter so the interpreter helps him with the mathematics aspect of the course, but he still complains. You should therefore know the rate at which you will teach, and the ability of the interpreter to interpret it accurately, to the disabled students, especially if she is not mathematically inclined, it becomes a problem.”

⁹ The National Service Persons are graduates who have just completed their first degree and higher education programmes, and are expected to work for a period of one year as a national obligation.

The table below shows some further responses of the teachers from the interviews, on the problem of resources discussed above.

Table 4: Teachers Training, Experience in Special Education, and Class Sizes.

School/ Institution	Respondent's Code	Training in Special Education	No. of years of teaching persons with disability	No. of persons with disability in classrooms
Akropong School for the Blind	A/T1	Yes	10	16
	A/T2	Yes	15	29-44
	A/T3	Yes	11	29-44
Mampong Demonstration School for the Deaf	M/T1	Yes	9	22-36
	M/T2	Yes	9	35
Okuapemman Senior High School	O/T1	Yes	19	7-10
	O/T2	Yes	6	-----
University of Ghana	UG/T1	No	5	5-6
	UG/T2	No	7	7
	UG/T3	No	7	8

Source: Fieldwork data.

The information from the table 4 indicate that all the teachers interviewed, with the exception of those from the University of Ghana are trained special educators, therefore they are competent in the use of braille and Sign Language respectively for interacting with the students with impairments. Besides the special training gives them the opportunity to utilize the skills and expertise they have acquired in the teaching activities. Some teachers from the Akropong School for the Bling made mention of the fact that, they acquired some training in special education from international institutions, and with that international exposure, it gives them an edge to develop efficient coping strategies when they are confronted with challenging work conditions. According to respondent A/T2,

“It helps in my interaction with the students. For instance, one of the standards is that, you do not assume that the visually impaired students know everything, so you do not just say “this is a key” and you do not just assume that once you say “this is a key” and you just shake it, they will know what a key is. So you have to pass the key round for every student to have a feel of it, to know what a key is. In that case, the student will conceptualize the key in mind, so that he will be able to describe a key another time because he has felt it before.”

Besides, from the table above, it can also be inferred that, the length or period of time that these teachers have been teaching students with visual impairment and hearing impairment ranges from five (5) to nineteen (19) years. Considering this number of years that these teachers have been in the service, these problems of resources and goal ambiguity might have existed over a long period of time, which most of the respondents confirmed. It is thus not unusual that they would resort to developing strategies that differ from the goals and objectives that they are expected to adhere to, considering the fact that they have interacted with these category of students for a long period of time, enough to understand the effects on their role, as well as the education of the students.

On number of persons with disability, the figures show the number of students with disability in the respective classes of these teachers present a perspective that has been discussed in the preceding sections. That is, from table 4, it can be inferred that the teachers in the special schools (Akropong School for the Blind, and Mampong Demonstration School for the Deaf) have large number of disabled students than the inclusive educational settings (Okuapemman Senior High School and University of Ghana). At the Akropong Senior Secondary School, the class sizes for A/T1, A/T2 and A/T3 ranged from 16, 29-44 respectively. However, according to A/T1, the ideal class size should be 8. At the Mampong Demonstration School for the Deaf, the class sizes for M/T1 and M/T2 were 22-36 and 35 respectively.

Similarly, M/T1 indicated that, an ideal class size for the hearing impaired students should be 10. Hence, these class sizes depicted from the table were rather large compared to the ideal class size. The teachers argued that, a small ratio of disabled students to a teacher will enable the teacher to give each student maximum attention and attend to their respective needs effectively. However, the Okuapemman Senior High School and the University of Ghana being inclusive educational settings rather had a minimum number of disabled students. At the Okuapemman Senior High School, O/T1 had about 7-10 visually impaired students, while O/T2 did not provide a specific number of disabled students. UG/T1, UG/T2, and UG/T3 had about 5-6, 7, and 8 visually impaired and hearing impaired students in their respective classes. These findings therefore imply that the problem of resources have a higher tendency to influence the decisions that the teachers take concerning the visually impaired students and the hearing impaired students.

5.2 GOALS

Public service goals also tend to have an idealized dimension that make them difficult to achieve and confusing and complicated to approach (Lipsky, 2010, p. 40). Lipsky makes this assertion on the basis that, the work of street-level bureaucrats tends to be characterised by ambiguous and less clear goals which eventually become difficult to achieve. Street-level bureaucrats providing public services tend to find themselves in a paradox of what their responsibilities are, and what aspect of agency goals and objectives they are expected to deliver to clients. Goals were operationalized in the study as the measures put in place by administrative structures of the educational institutions, such as teaching methods and curriculum. The measures enlisted in the Persons with Disability Act are expected to be incorporated in the administrative structures of the educational institutions. However, teachers may be faced with uncertainties if these goals conflict, and mostly ambiguous because precise measures for interacting with persons with disability and providing them with needed support services are not clearly spelt out. Lack of clarity of goals, are key issues that are perceived to affect SLBs (teachers) in their interaction with clients (students).

The Education Act of 2008 stipulates that, one core function of the National Council for Curriculum and Assessment (NCCA) is to determine the goals, aims and structure of the courses at the various levels of pre-tertiary education; and to ensure an inclusive and representative curriculum development process, and guide curriculum development in a timely and an effective manner. (Government of Ghana, 2008, p. 12) It is worth noting that the Persons with Disability Act was passed in 2006 while this Education Act was in 2008. Therefore, the teaching curriculum for pre-tertiary education should have made provisions for persons with special needs, considering the objectives it has laid out. However, the current teaching curricula is a general one for all public schools, and the study found that, the curricula does not make provisions and exceptions for students with disability.

Similarly, the Education Act has also highlighted the fact that, inclusive education as well incorporates the basic values that promote participation, and here is the case that teachers find the curriculum available for teaching persons with disability, challenging. The inadequacies in the curriculum has compelled teachers to draw in initiatives that seem to conflict with the laid down principles they are expected to adhere to. Lipsky (2010, p. 41) has argued that, “when there are uncertainties over what will work or will not work, there is greater room for admitting and tolerating a variety of approaches and objectives”. Lipsky argument is crucial in analysing the information I obtained from teachers and students with special needs in the field.

I also examined some functions of the National Council for Curriculum and Assessment. Among these functions are the need to ensure the following;

- “To ensure an inclusive and representative curriculum development process, and guide curriculum development in a timely and an effective manner,
- To approve the time table arrangements for the relevant educational institutions.”

(Government of Ghana, 2008, p. 12)

These core functions of the council are highlighted in reference to prevailing findings made from the study in relation to the inadequacies in the teaching curriculum, the modes of instruction as well as teaching the students with visual impairment and hearing impairment respectively. During the face-to-face interviews with the teachers and lecturers at the different research sites, the issue of using the general curriculum to teach students with hearing impairment and visual impairment was seen as a major problem that confronted the work of teachers. All the ten teachers ten (10) teachers interviewed in the schools and university inferred that, they tend to develop coping mechanisms in the course of their interaction with the disabled students mainly because there are not enough and clearly outlined provisions made in this regard.

At the Akropong School for the Blind, one respondent (A/T1) indicated that, it was difficult to identify the appropriate teaching materials to use for the visually impaired students to grasp the concepts. The findings indicated that, the teachers tried their best to use the curriculum available to teach, but it gets to the stage where they had to adopt some ways to teach the students because the curriculum is lacking on how to teach the students certain topics in the syllabus and the necessary materials to use. Some respondents indicated that the fact that they are trained special educators makes it less difficult for them to use the curriculum, however there were rather more pressing inadequacies. The in-depth interviews with respondents further revealed that the inadequacies in the curriculum also posed the challenge of time constraint, making it difficult to finish their lessons within the scheduled periods. This is what one respondent (A/T3) said:

“The difficulty here is that, the pace at which we learn is not the same as that of the sighted schools because it takes a longer period of time to finish teaching a concept or a topic. The syllabi are drawn to cover the whole year but it may happen that, because of the pace at which we go, you may not be able to finish the topics in the syllabi on time. In the long run, we write the same exam with the sighted students so it means you the teacher has to go the extra mile to make sure that the students will be able to cover a lot before they will be able to pass their examinations well.”

The teachers, as inferred from the respondent's argument are expected to cover a range of topics with the visually impaired students within a specific time frame, and here is the case that the it is difficult to teach visually impaired students some concepts, and teaching them generally requires much more individualized attention, but the time allotted for a lesson period is not enough to do all these. At the end of the day, the Ghana Education Service, National Council for Curriculum and Assessment as well as parents expect teachers to enhance the knowledge of the visually impaired students and also achieve some basic skills, but the instructional materials barely focus on provisions and accommodations to achieve those objectives.

In the case of Mampong Demonstration School for the Deaf, the study has established from the interviews with respondents that, the standard curriculum for teaching in the public schools, irrespective of the fact that it is a regular school or a special school for persons with disability, is not adequate enough for teaching

the hearing impaired students. The teachers are always confronted with the challenge of using a limited time to teach lessons to the hearing impaired students. Moreover, respondents argued that the curriculum does not cater for the individual needs of the hearing impaired students. Having an in-depth interview with respondents, the study found that, the primary medium that teachers use in interacting with the hearing impaired students is Sign Language. Besides, the curriculum for teaching the hearing impaired students has an English language structure, which is different from the structure of the Sign Language. Hence, the teachers are confronted with the challenge of the appropriate structure to use. One respondent M-T1 expressing this concern said that;

“If you are teaching the students, they may grasp the concept that you are teaching using the Sign Language, but then if you ask them a question following the English structure, they find it difficult to get the understanding and comprehension in the questions.”

Another pressing issue that the study highlighted was the fact that, there are some topics that the teachers are not able to teach the hearing impaired students. The Ghana Education Service is not ignorant of the fact that students have special needs and require specific adaptations and accommodations, considering the framework and objectives in the Education Act and the Inclusive Education Policy that is still underway. The Education Act stresses on an inclusive system of education, and the teachers are tasked with the responsibility of teaching the hearing impaired students some basic skills as they advance in the levels of education.

However, the study found that the curriculum and syllabus tends to be ambiguous and thus, in as much as the teachers want to provide this service, the prescribed instructions and principles that they are expected to adhere to seem to be ambiguous in themselves. Thus this situation leads to the development of conflicting interests. Some studies have indicated that, the role that street-level bureaucrats play in policy implementation have a great influence on what a policy turns out to be in the end and not necessarily the agencies or bureaucracy in itself. (Lipsky, 2010; McLaughlin, 1987, 174; Weatherley and Lipsky, 1977, p. 176). The individual differences among the persons with disability in education existed before the educational policies were implemented, however the work of the teachers who work with this category of students has become even more challenging as little or no effort has been made to inculcate provisions and adaptations of the persons with disability in the teaching curriculum. Although some of these measures are outlined in the policy objectives, they have only existed in theory over time.

One teacher illustrated an implication of the inconsistency in the curriculum for teaching the hearing impaired students, with the ¹⁰Basic Education Certificate Examination (BECE) that was written in June, 2015. According to the respondent, (M/T1);

“Just two days ago I was looking at the English paper that the final year students wrote before it was cancelled. There is an aspect of the Literature Section that the students were asked to find the rhyme pattern of a poem that was quoted on the paper. And considering the hearing impaired students, how are

¹⁰ BECE- Basic Education Certificate Examination. This is the examination written by final year students of basic school which qualifies them for the second cycle education.

they going to identify those rhyme patterns to be able to write A, B, etc. So if you are given such a topic to teach a hearing impaired, it is a challenge. In science, there is another topic about Sound and it is quite difficult to teach such topics to the hearing impaired. So although they are in the syllabus, we can't really apply them here."

The plight of this above respondent was shared by other respondents. They have made several attempts to the council responsible for curriculum and assessment, to consider the needs of the hearing impaired students and prepare separate curriculum and examinations for them but these efforts have barely yielded results. The findings also indicated that, the hearing impaired students are assessed with the same criteria as the regular students, and in situations where they did not perform well, the teachers were the ones held responsible for the poor performance. Meanwhile, the resources at their disposal for discharging their duties are ambiguous. In order to cope with these inadequacies, the teachers are compelled to develop some measures and strategies to make their job more efficient. However, in most cases, the coping mechanisms may conflict with the standards and principles of the school, which therefore calls for the need of rigorous assessment of these adaptations by the school's management.

According to Lipsky, (2010, p. 41) "agency goals may be ambiguous because the conflicts that existed when the programs were originally developed were submerged. The Ghana Education Service officially adopted Inclusive Education in its Strategic Education Plan of 2003-2015. The first goal of this policy stresses on the increased education and training of all children with non-severe special needs. In this regards, one of the strategies highlighted to achieve this objective is to 'provide training for all teachers in special education needs.' (Gadagbui, 2009, p. 47). The point emphasized here is that, the Persons with Disability Act was passed after the government had officially adopted inclusive education in the education system, which implies that the policy makers may have had an idea of the essence to further incorporate the need for trained special educators in the objectives of the act. A lot of conflicting interests may have existed at the time the policy was passed, of which some street-level bureaucrats have had to deal with the implications.

In the case of Okuapemman Senior Secondary School, the study found that most of the teachers in the school are not trained special educators. These teachers who do not have training in special education have visually impaired students in their classes. Although they formed a minority in the classes, it was challenging for those teachers to interact effectively with the students with visual impairment. The school is an inclusive school which has a section of the students as visually impaired, hence the teachers are basically regular teachers and so it was a challenge for them to teach the visually impaired students some topics. Some respondents (teachers) indicated that they are able to teach the visually impaired students with the available curriculum except with some concepts that require physical illustrations and practical lessons.

Besides, the main medium of communication for the visually impaired is braille, which most of the teachers do not have adequate knowledge of. The resource persons in the school's resource centre for the visually impaired students usually assist the teachers in teaching these students. A few of the resource

persons double as trained special educators. The responses from the interviews indicated that, it was difficult to complete a syllabus in one academic term considering the limited time for teaching, the individual attention required for the visually impaired students, coupled with the larger class sizes. Lipsky (2010, p. 44) stresses that “the fundamental service dilemma of street-level bureaucracies is how to provide individual responses or treatment on a mass basis”. Some respondents further stressed on the recent introduction of Mathematics and Science subject to the visually impaired students. One respondent (O/T2) expressed concern that;

“The teachers who are teaching them now are not trained to teach braille maths and science to visually impaired students.”

Lipsky (2010, p. 47) has argued that, only work peers fully appreciate the pressures of work and the extent to which street-level bureaucrats experience the need to have goal orientations that are consistent with resolving work pressures. The PWDA stresses on the need for persons with disability to have access to education and other policies and programs such as the Education Act (2008) and the Strategic Education Plan (2003-2015), all point lamb lights on teachers to deliver this service and ensure that the persons with disability have access to education. However, the curriculum being one of the main resource at their disposal is rather ambiguous and makes it difficult to work according to the bureaucracy’s goals.

The forth case being University of Ghana, is also an inclusive tertiary institution. The study found that, the lecturers are mainly not specially trained educators although they teach visually impaired and hearing impaired students. Some scholars have inferred that implementing special education policy at the street-level could be impeded by the failure to train regular classroom teachers to teach children with special needs and absence of adequate funding. (Weatherley and Lipsky, 1977, p. 176). Respondents expressed concerns that, although they teach the PWD with the same curriculum as the regular students, there are some topics and concepts that are difficult to teach the students with hearing and visual impairments. It was also observed that, some of the lecturers were not aware that there are persons with disability in their classes (lecture halls) and so they end up teaching at their normal pace without taking the PWD into consideration.

Secondly, as inferred in the previous section (5.1.3), the Office for Students with Special Needs (OSSN) have resource persons who escort the students as well as assist the lecturers by interpreting lessons to the PWD during lectures. These resource persons who escort the PWD to the lectures and interpret lessons to them are not many and there are even some times that the resource person may not show up, which makes it difficult to attend to the PWD individually in class. Also, there were times where the resource persons are not able to interpret the lessons to the PWD exactly as the lecturer had taught.

5.3 PERFORMANCE MEASURES

Goal ambiguity, intrinsic to street-level bureaucracy affects performance measurements. (Lipsky, 2010, p. 48) Lipsky argues that, it is difficult to measure the performance of street-level bureaucrats as there are always a lot of factors to consider which gives rise to conflicting goals. Also, street-level bureaucrats would prefer not to be assessed by superiors, but Lipsky goes on to argue that, bureaucracies would have their own ways of assessing the performance of street-level bureaucrats. In as much as street-level bureaucrats would want to exercise their discretion, they are subject to scrutiny and appraisals by their superiors. (ibid)

Performance measures was operationalized in the study as the assessment in relation to standards and principles that teachers are obliged to work with and the coping mechanisms they develop as a result to the ambiguous goals of their agencies. According to Lipsky (2010, p. 41), the speed with which new ideas in education come and go primarily suggest a search for successful techniques, but also indicate indecisiveness in objectives attributable as much to goal ambiguity as to flexibility”

Measuring the performance of teachers is seen to be partly dependent on the goal expectations of the bureaucracies. The teachers are expected to guide their teaching activities with a standard curriculum and syllabus provided by the National Council of Curriculum and Assessment, a subsidiary under the Ghana Education Service. Using the curriculum, they had the responsibility of preparing lesson notes as well as drafting the teaching materials and strategies that they intend to use in class. According to one respondent (A/HT1) at the Akropong School for the Blind;

“When the teachers prepare their lessons, there is a column for teaching learning materials and they go in for vetting of these materials. So when we realize that there is a problem, we discuss with them and advice on what to do. We also go on supervision and monitor them from class to class in order to draw the teacher’s attention when we detect any problem or inconsistencies.”

Apart from the school authorities’ mode of measuring the performance of the teachers, the study observed that there is a Circuit Supervisor (CS) whose responsibility is to go on regular supervision in the schools under his circuit to supervise the work of the teachers and their interaction with the students. Besides, interviews with respondents indicated that there is only one CS in the entire district, and so he is not able to spend enough time in the school to make a more accurate assessment of the teachers’ performance. It was established that the CS visited the school about twice in a term. Some respondents argued that the supervision is not that effective considering the fact that the CS is not able to assess all the teachers due to the time constraint and his work load. Concerns of one teacher A/T2 was that;

“Our way of supervision here is different. For most of the supervisors, the teacher’s presence in the classroom alone is satisfactory. Most of them will not go into what you are teaching, what methodology you are using and because most of our circuit supervisors are not special educators, when they come, they are not able to make enough input because they themselves are not trained in special education. But

because we also don't know when someone will come to supervise us, we always try to do the best that we can."

This respondents' view among other responses suggested that, first, the inadequacies in the teaching curriculum made it difficult to measure the teachers' performance. Second, the teachers use their discretion as street-level bureaucrats to develop coping mechanisms to suit the needs of the students which may not align with the principles that they are expected to adhere to, (Respondent, A/HT). Finally, the CS whose responsibility is to ensure effective assessment of the teachers' performance and teaching materials are not able to do so due to their time constraints and heavy workloads. Besides, the fact that the circuit supervisor does not have any training in special education makes it difficult for them to understand these conditions that confront the work of the teachers and measure their performance with the right measures.

The Circuit Supervisor is expected to work with the school's administration and authorities to monitor and supervise the teachers. However, one respondent (A/TI) indicated that the CS on some occasions would meet with the school authorities in the offices, rather than go to the classrooms and they deliberate on some of the teaching resources that the teachers utilize and make recommendations. This happens mainly due to the fact that he does not have much time and there are a lot more teachers to assess. Hence, although he is able to do some assessment with the help of the management and channel his recommendations to the teachers, a one-to-one interaction with the teachers and a more frequent classroom assessment would be more productive. Lipsky argues that "organizations tend to measure what they can readily quantify without intruding on workers' interaction with clients. Organizational attention focuses on two major considerations. First, a great deal of attention is paid to the way the worker spends his time. Classroom control and other demonstrations of discipline are important criteria in teacher evaluations largely because these are aspects of the teacher's classroom that can be observed without intrusion" (Lipsky, 2010, p. 52). Thus, it would be prudent for the CS to start the assessment from the classroom since that is where the role of the teachers is more evident.

At the Mampong Demonstration School for Deaf, data from the responses on what measures were used in assessing the performance of teachers indicated that, the school's administration works with the CS to assess the performance of the teachers based on the teaching and learning materials as well as their lesson notes. The responses also indicated that the teachers were more innovative and developed coping mechanisms to make up for the limited resources, and these strategies were assessed before implemented in the classrooms. One respondent, (M/HTI) mentioned that;

"Management has a responsibility of overseeing whatever is been done in the class room. There are heads of department at each level of the school so whatever is going on in the classroom, supervisors are also monitoring to make sure that the children benefit eventually from the teaching strategies adopted."

Commenting on how the CS assessed the performance of the teachers, the respondent further mentioned that,

“One of the advantages of performance appraisal is that, you have a discussion with the appraisee, so most of the time at the beginning of the supervision, the circuit supervisor has to tell the teachers what is expected of them. Sometimes the teachers are given the opportunity to assess themselves first before the appraiser comes in to do the appraisal, then after which he has to discuss the findings with the appraisee again. By so doing, it is a two-way situation where the teacher himself is made aware of the challenges that he is going through and if there are any recommendations that are made after the appraisal, it is discussed. Thus it is sort of a win-win situation. So performance appraisal is not about fault finding but it is about making the teacher give off better than they can be, so that is how it is done here. Therefore, the supervisor insists on discussing the findings with us, as management so that if there are any corrective measures that have to be done, we see to it that it is done so that the next time they come around, they do not identify the same mistakes that they saw the first time”

The study established that the CS visits the school at least three times in a term for performance appraisal. The interviews further indicated that the management of the school as well as the circuit supervisor were aware of the loopholes in the teaching curriculum which had been left unattended. This has led to the level where teachers exercise their discretion to write their own objectives in relation to the teaching and learning resources. Street-level bureaucracies often depend on the experience or training of their workers as signs of quality service, although it is not clear that more training or experience is associated with doing a better job. (Lipsky, 2010, p. 51) According to one respondent (M/HT1);

“At the time of the appraisal, if we realize that the objectives that are been written by the teachers are not smart objectives, (smart objectives mean that they are specific, they are measurable, they are achievable and they are time-bound), we cause in-service training or in-sect training courses to be organized for those particular staff members to make sure that they are able to write smart objectives. When the objectives are smart, they go in a long way in improving the learning and teaching situation in the classrooms.”

Besides, responses from some teachers indicated that, although the circuit supervisors frequently visited the school for assessments, the interaction between them and the teachers was not that effective as much of the supervision were not carried out in the classrooms. It was iterated that; their superiors have not paid much attention to their demands of a separate curriculum for teaching the hearing impaired students. Besides the circuit supervisors would have felt the urgency of this request if they started the assessment from the classrooms. According to one respondent (M/T1)

“I could remember we went for a workshop last term and the issue of a separate curriculum for special schools came up, and we emphasized that the general curriculum is not favouring our students so they should do something about it. We raised concerns to put it across but it is not being implemented.”

The study's findings have indicated that, the school's management and the circuit supervisors have mostly relied on the strategies and objectives written by the teachers (either than the prescribed principles and standard curriculum), which are informed by their personal judgements of what will work for the needs of

the hearing impaired students, The study established that there is only one CS who handles that circuit so in as much as the CS comes to the school, there are occasions where he meets with the administration while, he meets with some teachers on other occasions. “Street-level bureaucrats experience a gulf between the interminable client demands for their services and the limited resources available. Street-level bureaucrats cannot fully meet the quantity of demands from their clients, nor can they meet the substance of the individual client’s demands. They end up in unfavourable situations where they are compelled to use what Lipsky calls coping mechanisms. Otherwise their working day would be psychologically exhausting with never-ending demands.” (Vedung, 2015).

Also, findings gathered from interviews with respondents at the Okuapemman Senior High School established that it was difficult to measure the performance of the teachers who teach the visually impaired students. Although there are resource persons who assist the teachers to provide some services to the students, they could only go as far as providing teaching materials for teaching some subjects. Most of the teachers could barely use braille to teach, coupled with the fact that the curriculum does not make any provisions and exceptions for teaching the visually impaired students. Measuring the teachers’ performance was also difficult because, the teachers barely pay attention to the visually impaired students in the classrooms. The general setting of the classes makes it difficult to attend to the visually impaired students individually, and besides, most of the teachers are not trained special educators, hence measuring performance is not effective. The circuit supervisor in charge of supervising the teachers is aware of these challenges but no effective measures and recommendations have been made. The CS is said to visit the school at least three times in a term to observe the teaching activities and interact with the teachers and management on what initiatives to advance, but there are no clear indicators for assessing their performance.

Similar to Okuapemman Senior High School, the performance measures used in assessing the teachers who interact with the persons with disability was not clear at the University of Ghana. In that, most of the duties they are supposed to perform in relation to the students with disability were performed by the resource persons at the OSSN. Because these lecturers are not trained special educators, they do not have the basic personal resources (braille and sign language) for interacting with the visually impaired students and the hearing impaired students. Besides, they use the same curriculum and syllabus to teach both the regular students and the impaired students. Also, some of the lecturers do not have any information on the impaired students in their classes, and this makes it difficult to identify their needs and to recognize that the curriculum does not have provisions for this group of students.

5.4 RELATIONS WITH CLIENTS

This variable has been operationalized in the study as the extent to which the teachers interact with the visually impaired and the hearing impaired students. The way in which teachers interact with persons with disability may influence the extent to which the policy will be implemented. Most street-level workers

believe that they cannot be held accountable by clients if they are not able to render required services. It is argued that, it is the government who channel the resources and services through them and that any blames should rather be directed to the government. However, Lipsky (2010, p. 57) argue that, “clients have a stock of resources and thus can impose a variety of low-level costs. This is because street-level bureaucrats must obtain client compliance with their decisions, particularly when they are evaluated in terms of clients’ behaviour or performance”. Teachers may be faced with problems of having to teach different categories of students in a class, and which for the most part could consist of persons with different levels of disabilities. Attempting to adjust to their individual needs could be perceived by some persons with disability as discriminatory and neglect in favour of others.

At the Akropong School for the Blind, the interview sessions with respondents showed that the visually impaired students in the school varied in a number of situations. There are some visually impaired students who have difficulty in learning the braille, and some of them also have additional handicaps. In order to handle all these situations, the teachers organized tutorials after class for these categories of students so that they can offer them the needed attention individualized.

The study further established that teachers would normally put new students or those who had extreme challenges with the course in functional or rehabilitation classes where they try to identify their individual capabilities and provide counselling to prepare them for the actual studies. Prottas (1979, p. 4). has argued that, “the responsibility of the street-level bureaucrat is the transformation of citizens into clients and is actualized via the decision to categorize a client in one way or another. Citizens are changed into clients in order to simplify and standardize them sufficiently to allow the bureaucracy to process them”. One respondent (H/TI) mentioned that;

“We have rehabilitation classes- A and B where we assign the students with peculiar challenges, and teach them how to use the braille. They go through counselling, then English language courses and other training to prepare them. These will determine which class to assign these students. Some of them just need to learn the medium of writing- braille, and they will be good to go. For instance, there was one lady who came when she had just completed senior high school and within six months she had mastered the braille.”

Some respondents indicated that, interacting with the students in an individualized manner was very important in the sense that there are some subjects that are descriptive in nature and so teaching students who are visually impaired would require the teacher to attend to the students individually so that the students will be able to understand what you are teaching them. The text books for teaching and library books as well are mostly in printed versions so teachers are compelled to prepare brailed versions of the books for the students to supplement what is taught in class. One respondent (A/TI) further added that;

“Most of the students in the lower primary do not know how to use the braille and they are now learning it. The fact that the person is blind does not mean he knows the braille. They have to be taught to read and

write. So if the need arises, we braille the passages for them, if it is a passage of three to five sentences and then you go through several times with the child so that the child will be able to read on his or her own”.

According to respondent A/T3;

“We try to make sure that we reach out to them as much as we can but the space and time is not permitting us. But with that, we have to take it as a challenge because that is why you are here and the children are put under your care, hence you need to employ all the skills and training that you have acquired to make sure that they also get the best out of it”.

The study has observed that the mode in which the teachers interact with the students by giving them individualized attention enables the students to perform well academically, but the time for doing this is usually limited. Some concepts in the syllabus are descriptive in that, the teachers would have to go round the class and attend to each visually impaired student using physical objects that they can feel to be able to understand what is been described.

At the Mampong Demonstration School for the Deaf, one respondent (M/T1) also mentioned that,

“The timetable we are running here is the same as that of the regular schools so when the topics are brought, you are expected to cover them within a specific time frame, but in reality, the period that you are supposed to teach the hearing student, you cannot use the same period to teach those who are hearing impaired here. So grouping the students, taking them individually, looking at the time that is given, is a challenge.”

This was the response on how the teachers related with the hearing impaired students, indicating that the time constraint in the curriculum coupled with the large class sizes restrict them from covering a particular topic within the allotted lesson period. Therefore, what they do is that, they resort to organizing extra classes and remedial classes for the hearing impaired students with extreme challenges in some subjects. Besides, there are some students with other forms of disability such as mental disability and visual impairment, although it's a special school for the hearing impaired. This however, required the teachers to give such students special individual attention in class so that they will be able to grasp what is been taught. According to respondent M/T2;

“If you give the students a classwork and you leave those with other disabilities unattended, they will not be able to do it. So they always need directions before they can do something properly.”

Giving the hearing impaired students individualized attention enabled the teachers to identify their individual needs and provide them with the necessary assistance, although the large class sizes and inadequate resources sometimes makes this difficult to achieve. According to Hudson (2005, p. 42), ‘street level bureaucrats therefore end up making policy in circumstances which are not of their own choosing and which impel them to devise strategies to protect their working environment. Unlike lower level workers in most organisations, street level bureaucrats have a considerable amount of discretion in determining the

nature, amount and quality of benefits and sanctions provided by their agencies. The discretion is therefore largely brought to bear in the rationing of resources in a situation where demand for them exceeds supply’.

At the Okuapemman Senior Secondary School, the relationship and interaction between the teachers who are not trained special educators and the visually impaired students was not that effective. From the observational data, it was revealed that, the visually impaired students tend to form a small group in the classes and so it was a challenge for most teachers to give them individualized attention. It was revealed that most of these teachers could barely interact with the visually impaired students using the braille, hence if they had some individual needs, they were mostly left on their own. However, there were some teachers who are trained special educators, and it was quite easy for them to relate well with the visually impaired students. During the face-to-face interview sessions, some respondents indicated that they would make the visually impaired students sit at the front rolls in the class so that they could easily attend to them if they needed further assistance. One teacher who also happens to be a resource person said that;

“I attend to them individually if I feel that they have a problem because I transcribe their classwork and assignments. If I realize that some student’s braille is not good I invite him or her into my office to find out how best together we can put the braille in shape. And I believe it enhances their academic work”.
(respondent- O/T2)

The teachers have to go an extra mile to give the visually impaired students extra classes and tutorials after the normal class hours due to the large class sizes and limited lesson periods. The study also found that the visually impaired students have different levels of the disability and so attending to them individually in class slowed down the pace of the teaching activities.

Besides, at the University of Ghana, responses from the interviews have indicated that teachers would mostly provide visually impaired and hearing impaired students a more individualized attention in their offices or at tutorial sessions organized in small groups of students, although sometimes they are able to relate to the students and attend to their needs individually. ‘Within each individual’s impairment are also unique factors that need to be recognised and acknowledged in terms of developing the least restrictive environment for the student in question and promoting the inclusive environment’. (Adams & Brown, 2006, p. 28). The teachers have teaching assistants who assist them by giving after-class tuition to these students. The study indicated that the teachers are not able to relate effectively with the students in class because of the large class sizes and limited teaching resources.

According to one respondent (UG/T1);

“The system is so rigid that you can do nothing on your own as a lecturer so that little encouragement you have for them sometimes keeps them going. Once I enter the class, I identify those who are the students with disabilities and what their disabilities are. Once I get to know those who are visually impaired and speech impaired then I strategize to meet the worst level of disability. The moment you are able to get up to the worst levels, those who are mild to moderate will not have any problems at all.”

5.5 DISCUSSION OF MAJOR FINDINGS

In the preceding sections in this chapter, I presented the analyses of the findings on the relationship between the independent variables and the intervening variable of the study. The conditions of work presented here as the independent variables of the study, are inherent in the nature of street-level bureaucracies, and thus define certain behaviours associated with the role performed by the street-level bureaucrats. However, some of these conditions are most likely to prevail than others. (Lipsky, 2010, p. 28). The study was conducted in two basic schools, one senior secondary school and one university, and the finding presented above indicated that the four conditions of work actually confronted the work of the teachers in all the research sites but in different degrees. Secondly, the study revealed that, these conditions are interrelated in that, one prevailing condition led to the rise of the other in the work environment. Some of the key findings and observations are summed up as follows:

The first is the problem of resources. This was analysed above as the ratio of teacher to disabled students, time constraint and personal resources in the teaching and learning environment. These features were seen to be a major factor that led to the ambiguity of the goals expectations of the teachers. It is very challenging that teachers have to handle large classes of disabled students, and in some instances a mixed class of both disabled students and regular students. An ideal class size for disabled students should at least range between ten to fifteen (10-15) students, but the real situation at the research sites proved otherwise. Moreover, the teachers had limited lesson periods to complete the assigned syllabus and also to attend to the needs of the disabled students. These problems were evident in all the three public schools and the university.

However, the issue of personal resources of the teachers had a different turn at the four research sites. At the Akropong School for the Blind and the Mampong Demonstration School for the Deaf, the teachers were mainly trained special educators, and the resources they lacked were basically the teaching and learning materials for interacting with the disabled students. Meanwhile, most of the teachers at Okuapemman Senior High School and University of Ghana were not trained special educators. It was also observed that, the demands of the visually impaired and the hearing impaired students exceeded the limited resources available for the teachers who. The problem of resource was seen to be a major challenge in the teaching and learning environment at the research sites. These findings confirm the hypothesis that, the inadequacy of resources may stifle the role of teachers. Thus, the problem of resources was found to be a major influence on the role of the teachers. Besides, the findings implied that, availability of the necessary resources would lead to an effective service delivery on the part of the teachers, hence the constraint was rather a threat and a major influence to the role they performed and the choices and decisions they made.

The second independent variable was goals, which turned out to be ambiguous in all the cases in the research sites. The findings indicated that this problem has existed over a period of time but no necessary

action has been taken. The teaching curriculum and syllabus provided for the teachers, are actually general teaching curriculum for all schools and institutions irrespective of the different categories of students and their peculiar needs. The study found that there is no standard curriculum for teaching the visually impaired students and hearing impaired students. Hence, the teachers had no other choice but to put their skills and expertise in use to make the syllabus adequate enough for teaching the students, which has not been much fruitful. Some teachers were compelled to leave out some topics in the syllabus because they cannot teach the disabled students such concepts. For instance, most teachers who participated in the study mentioned that, it was difficult to explain most science and mathematics concepts to the visually impaired and the hearing impaired students. In as much as the teachers made efforts to use the general curriculum available, the lesson periods were not efficient enough to provide the necessary tuition to the students. Therefore, in the midst of these problems, the teachers are compelled to develop coping strategies such as organising extra classes outside the formal lesson periods and improvising objects and materials to interpret concepts to the disabled students. Such coping mechanisms were as a result of pressure in adjusting the syllabi and learning materials to meet some needs of some students, and to ease some pressure on the teachers as a result of students' high demands.

According to Lipsky (2010, p. 41), "Agency goals may be ambiguous because the conflicts that existed when programs were originally developed were submerged. Agency goals also may be ambiguous because they have accumulated by accretion and have never been rationalized, and it remains functional for the agency not to confront its goal conflicts. Another major source of ambiguity may be found in the uncertainty of social service technologies. When there are uncertainties over what will or will not work, there is greater room for admitting and tolerating a variety of approaches and objectives".

In actual facts, the teachers are expected to perform their duties by adhering to the principles and standards of the superior bodies. However, the fact that these problems have existed over time without any redress and the coping strategies that the teachers develop, make the objectives of the Ghana Education Service more ambiguous as those coping strategies conflict with the general principles of their work., In addition Okuapemman Senior High School as well as University of Ghana are inclusive educational settings with a minority of the students being disabled. The study revealed that most of the tutors and lecturers were not trained special educators and much of the interaction with the disabled students were carried out by resource persons in the outfits. This situation made the performance measures more compromising and less effective. Therefore, the study's findings support the hypothesis that, 'goal ambiguity may influence the role of teachers.

The third independent variable of the study is *performance measures*. The performance of teachers is measured by their adherence to the standards of the work as inferred by the National Council for Curriculum and Assessment. However, the study identified that, there are no clear measures for assessing the performance of the teachers due to the conflicting and ambiguous teaching curriculum and resources.

The teachers have had to use their discretion as street-level bureaucrats to develop coping mechanisms for interacting with the students with disability. It was therefore difficult for the management and circuit supervisors to assess the teachers' performance based on the coping strategies other than the standard principles of the work. Besides the fact that there are not enough circuit supervisors in the districts to assess individual teachers in each school under their supervision made this process challenging. That is, the study's findings indicated, that the supervisors had little knowledge of the major problems confronting the teachers in the classrooms as the supervision rarely happened in the classroom. As mentioned earlier in the chapter, an effective supervision and assessment should commence in the classrooms where the teachers discharged their duties. These however support the study's hypothesis that, poor performance measures may affect effective assessment of teachers' performance.

The last but not the least variable is teachers' relations with clients (students). The teachers' relation with the students with disability had a major influence on the role they performed in providing them access to education. Although the teachers are not accountable to the disabled students because of their nonvoluntary nature, the teachers used their discretion to provide the necessary services to the students. One feature that sufficed in my findings was that, the teachers made efforts to identify the individual needs of the students by categorising them based on the levels of disability, additional disabilities and peculiar needs, hence attending to them in this regard. Besides, the findings of the study further revealed that the teachers in the Akropong School for the Blind and the Mampong Demonstration School for the Deaf had a more individualized relationship with the disabled students than the teachers at the Okuapemman Demonstration School for the Deaf and the University of Ghana.

Although the teachers find the need to give the disabled students individual attention, they were constrained by the limited time and resources at their disposal. This finding, therefore does not directly support the hypothesis that, the nonvoluntary nature of the students with disability may influence the role of the teachers. That is, the findings showed that, the teachers do not necessarily see the persons with disability as nonvoluntary clients. The teachers attend to the needs of the persons with disability in the capacity they could provide. Also, the study indicates a variation in the relationship between the teachers and the persons with disability in the special schools and the inclusive schools. This implies that this finding cannot be generalized, but may only apply to the inclusive schools.

The analysis presented here imply that, the problem of resources directly influenced the goals that the teachers were supposed to adhere to. In that, these ambiguous goals further interrupted the performance measures that would be used to assess the performance of the teachers. If the goals of the agency are conflicting in some regard, it was not unusual to outline unclear measures to assess the performance of the people adhering to those principles.

Therefore, these conditions were seen to be very related. That is, the presence of one directly resulted in the other, thereby affecting the role of the street-level bureaucrat. Besides, how the teachers relate with the

hearing impaired students and the visually impaired students further influence the choices the teachers make. The nonvoluntary nature of the students with disability does not mainly influence the teachers' attitude but the other conditions of work that confront them. This explanation is illustrated in figure 2 below:

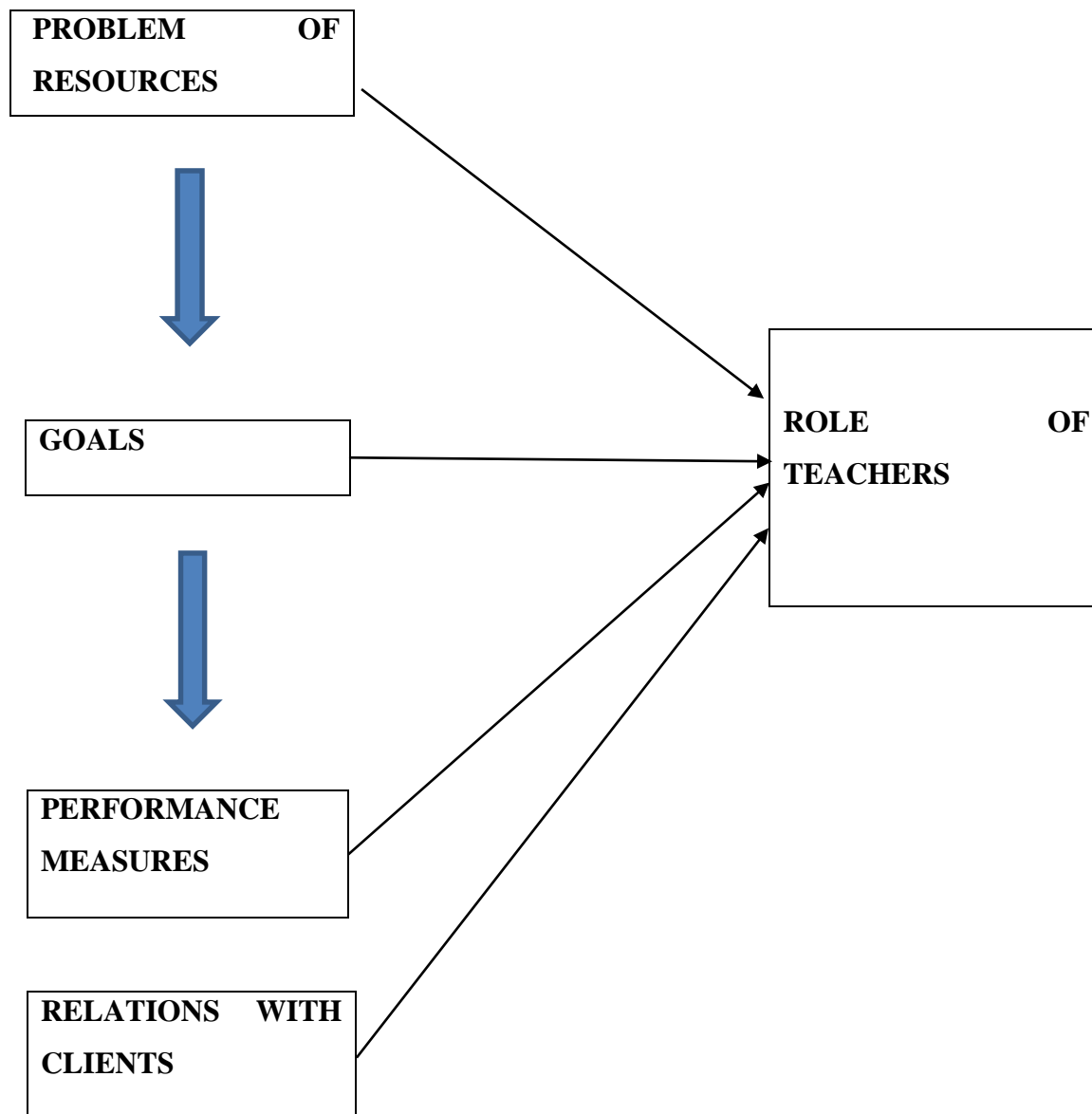


Figure 2: Relationship Between the Independent Variables and the Intervening Variable.

Source: Author's initiative based on analysis of findings.

5.6 CONCLUSION

This chapter has presented the analysis and discussion of the factors that influence the role of teachers. that is, the problem of resources, goals, performance measures and relations with clients, were examined as the conditions of work that may influence the role of the teachers. The findings of the study have indicated that all these four independent variables influence the role of the teachers. This shows a relationship between

the independent variables and the intervening variable of the study. This therefore imply that, the role of the teachers, and the decisions they make in the course of providing access to education for the persons with disability is influenced by the conditions that confront the teachers in their work environment.

The next chapter therefore presents the analyses and discussion on the extent to which the role of teachers influences the access to education for the persons with disability. Themes have been developed based on the research findings and the theoretical foundation of the study in order to present an accurate and clearer understanding of the phenomenon.

CHAPTER SIX: FINDINGS AND DISCUSSION OF THE RELATIONSHIP BETWEEN THE ROLE OF TEACHERS AND ACCESS TO EDUCATION FOR PERSONS WITH DISABILITY

6.0 INTRODUCTION

This chapter presents an analysis of how the role of teachers influence the extent to which persons with visual impairment and persons with hearing impairment have access to education. The role of teachers has been conceptualized based on Lipsky's argument on the coping mechanisms and routines that street-level bureaucrats develop which eventually define the role they perform and how they implement policy. Street-level bureaucrats may develop coping mechanisms when the need arises as a result of inadequacies of demand and supply as well as ambiguous goals which makes it difficult to comply with laid down principles and administrative measures of their work. This chapter seeks to answer the second sub-research questions: *how does the role of the teachers affect the persons with disability's access to education?* The chapter also seeks to address the third research question of the study: *how do the persons with disability perceive the role and choices of teachers in ensuring their access to education?*

The chapter draws its theoretical insights from Lipsky's (1980; 2010) argument on the coping mechanisms street-level bureaucrats developed in service delivery to clients. The conditions of work of teachers to a greater extent determine the role they play in the service they provide to their clients (persons with disability). The preceding chapter has examined this relationship, and findings of the analysis revealed that the problem of resource, goals, performance measures and relations with clients all influence the role that teachers play in providing access to education for persons with disability. This therefore implies that; teachers basically provide access to education to PWD by developing coping strategies which define their role as street-level bureaucrats. Thus identifying the relationship between the intervening variable and the dependent variable is important.

This chapter therefore begins with presenting an analysis of the findings (in the context of the three main levels of education) on how the role of teachers influence the extent to which persons with disability have the access to education. This will feature the coping mechanisms that are developed by teachers based on three main criteria in Lipsky's theory of street-level bureaucracy. It proceeds with a discussion of the variation in the role and choices of the teachers at the basic, secondary and tertiary levels of education.

According to Lipsky, (2010, p. 18) "The role of street-level bureaucrats, like other roles, may be conceived as a set of expected interests as well as expected behaviours. Street-level bureaucrats may be shown to have distinctly different interests from the interests of others in the agencies for which they work". These interests that Lipsky mentions here come about as a result of the nature of their work, confronted with the problem of resources and ambiguous goals and performance measures. Besides, street-level bureaucrats exercise their discretion to create mechanisms and adaptations that will make up for these inadequacies as demand for the service increases. However, although these measures conflict with the interests of their managers, these mechanisms would end up being the policies they make. "One way in which the interests

of street-level bureaucrats depart from those of their managers is their need to process workloads expeditiously, free from real psychological threats. The fact that street-level bureaucrats must exercise discretion in processing large amounts of work with inadequate resources means that they must develop shortcuts and simplifications to cope with the press of responsibilities". (ibid). That is, these arguments here have been used to analyse the role and choices that the teachers make considering the conditions that confront their service delivery to the visually impaired students and hearing impaired students.

In the previous chapter, I discussed the findings and analyses of the conditions that confronted the work of teachers and how it influenced the role they played. The enquiry done through the face to face interviews and direct observations inferred that all the four independent variables (problem of resources, goals, performance measures, and relations with clients) influenced this intervening variable- role of teachers. In order to ascertain what the role of the teachers entailed in light of these problems, I interviewed the ten (10) teachers/ lecturers who were asked to outline the coping mechanisms that they developed in the course of their work and how these adaptations influenced disabled students' access to education. "Lower-level participants develop coping mechanisms contrary to an agency's policy but actually basic to its survival. Street-level bureaucrats have a role interest in securing the requirements of completing the job. Managers on the other hand are properly result-oriented". (Lipsky, 2010, p. 19). Managers here can be likened to the head teachers in the schools, and the analysis on performance measures in the previous chapter indicated that, when the teachers initiated the coping mechanisms, these head teachers, as well as the management would scrutinize these adaptations to determine their efficacy in the classrooms, before approving their implementation.

"Studies of street-level bureaucracy suggest that frontline workers used their discretionary power not to advance professional ideals but to manage otherwise overwhelming demands". (Ellis et.al., 1999, p. 277). In light of this, limited resources, goal ambiguity, poor performance measures and the manner in which teachers relate with persons with disability define the role street-level bureaucrats play in the quest to perform a good job. Lipsky (2010, p. 82) indicated that, "the work context of street-level bureaucrats calls for the development of mechanisms to provide satisfactory services in a context where the quality, quantity, and specific objectives of service remain (within broad limits) to be defined".

According to Hupe and Buffat (2014, p. 551), "Coping strategies are employed as individuals deal with the gap between demands and available resources. Street-level bureaucrats may modify their initial job conceptions by reducing their ideal image of the job to a more pragmatic version. They adapt their conceptions of the clientele by setting emergency priorities of treatment, categorizing clients' deservingness, and giving more attention to 'easy' clients (creaming)". The role of teachers has been analysed in the study based on three main coping mechanisms that street-level bureaucrats develop to deal with these conditions of work that confront them.

According to Lipsky, (2010, p. 83), "First, they develop patterns of practice that tend to limit demand, maximize the utilization of available resources, and obtain client compliance over and above the

procedures developed by their agencies. Second, they modify their concepts of their jobs, so as to lower or otherwise restrict their objectives and thus reduce the gap between available resources and achieving objectives. Third, they modify their concept of the raw materials with which they work-their clients-so as to make more acceptable the gap between accomplishments and objectives”. The analysis was done in relation with the three levels of education- basic, second cycle, and tertiary education. As indicated in chapter three, this study adopts a comparative perspective to examine the effects of role of teachers on education of persons with disability based on these three levels of education.

6.1 PATTERNS OF PRACTICE

Discussions from the previous chapter have indicated that, the problem of resource being a predominant condition in the work of the teachers created a challenging environment for them to achieve the objectives of the institutions. However, the responses from the teachers interviewed inferred that, the discretion they exercised as street-level bureaucrats paved an environment where they utilized their expertise and skills to develop coping strategies, which eventually define the role they play providing access to education for the persons with disability. “The routines, simplifications, and low-level decision-making environment of street-level bureaucrats are political. Street-level bureaucrats, as I have been arguing determine the allocation of particular goods and services in the society, utilizing positions of public authority. To say that their actions are political is to indicate that some people are aided, some are harmed, by the dominant patterns of decision making.” (Lipsky, 2010, p. 84)

The patterns of practice have been categorized into two themes: admission protocol, and improvised teaching and learning materials. First, admission protocol has been developed to refer to the waiting period and measures that visually impaired and hearing impaired students had to endure before they are formally registered in the educational institutions. To obtain the study’s data on this theme, the head teachers who participated in the face-to-face interviews were inquired of the existence of measures that withheld the formal registration of the students for a period of time, such as a waiting list of students to be enrolled.

Second, improvised teaching and learning materials has been used in the study to refer to the strategies and adaptations that the teachers develop in the classrooms in order to ensure that every student participates in the teaching and learning activities. Improvised teaching materials were intended to replace the unavailable teaching materials that the teachers had to use in teaching the students, and concepts in the teaching curriculum that required illustrations for the visually impaired students and the hearing impaired students to be able to comprehend. The findings from the study indicates that, these materials comprise physical and real objects, as well as handmade materials that can easily be felt and identified by the students. It is worth noting that these themes have been developed based on the responses obtained from the respondents in this regard.

6.1.1 ADMISSION PROTOCOL

a. Basic Level of Education

Akropong School for the Blind

Findings from the study indicated that the large class sizes and the inadequate teaching and learning materials and infrastructure were basically the contributing factors that called for the need of a ‘waiting list’, which is used to regulate the intake of visually impaired students in every academic year. According to one respondent (A/HT1), the class sizes are usually larger than the normal size that they can allow. However, when parents bring their wards to be enrolled, depending on the level of which the student will be placed, the administration decides to put the said student on wait if there is no vacancy in the class until further notice.

Taking the class sizes of the teachers interviewed in this school into perspective, the students ranged from 16 to 44, which exceeds the usual class size, especially with regards to the fact that, it is a special school where the visually impaired students require special attention. Besides, this process therefore implied that the visually impaired students had to stay home for an inordinate period of time. The visually impaired students who were interviewed also attested to this measure. One respondent indicated that, in 2007 when his parents sent him to the school to be enrolled, he was put on the waiting list for a year before he was called to be formally admitted. (A/ST1).

Mampong Demonstration School for the Deaf

Similar to the School for the Blind, the head teacher for this school emphasized that the school has an admission protocol which was used to regulate the enrolment of the hearing impaired students. Through a face-to-face interview, with the respondent (M/HT1), the study observed that, the process was not to deny or delay the hearing impaired students from being registered due to limited resources but to give the ‘new student’ a form of basic knowledge and skills. This was how the respondent commented:

“Normally we admit new students in September every academic year, so if you come somewhere in January looking for admission, you have to go through the admission protocols. Because we are a handicapped school, the students need to go through a pre-school programme that prepares them. Under normal circumstances, even in a normal public school, there is a Nursery to prepare children for school and because of the way parents have been dumping their children here, we want to see the level of commitment of the parents before we admit them”. (M/HT1)

This process was thus in relation to the fact that, the new students have to be groomed for the actual basic education, in that, there were some students who may not have been hearing impaired from birth and thus have no knowledge of sign language and the medium of interaction in those classrooms settings.¹¹ Besides, the respondent’s argument further indicated that, there were some parents who would enrol their children

¹¹ The Mampong Demonstration School for the Deaf is a boarding school, hence parents send their wards to the school to be housed for every academic term.

in the school and will not follow up on their progress for a long period of time. Therefore, although the protocol is in line with the official admission period implemented by the Ghana Education Service, the teachers resort to it in order to give the students some basic knowledge. It was further indicated that, the teachers already had more than enough hearing impaired students to handle in the classrooms, hence, admitting new students in the middle of a term or any other time apart from the formal admission period will further increase the class sizes. Therefore, this process was established as a measure to minimize the teacher-student ratio as well.

b. Secondary Level of Education

Okuapemman Senior High School

The study found that, there was no form of admission protocol developed by the teachers to regulate the admission of the visually impaired students other than the official admission periods. The general admission of students into the second cycle schools is regulated by the ¹²Computerised School Selection and Placement System. In this case, the teachers did not have much control on the admission of students with visual impairment in the school

c. Tertiary Level of Education

University of Ghana

In the case of the University of Ghana, the study's findings showed no form of admission protocol developed by the teachers. This institution has a broader outfit where the admission procedures are basically the role of the office of academic affairs. Hence, the discretion of the teachers/lecturers did have much influence on the admission procedures of students with impairments.

6.1.2 IMPROVISED TEACHING AND LEARNING MATERIALS

a. Basic Level of Education

Akropong School for the Blind

The findings of the study showed that, in order to perform efficiently on the job, the teachers in Akropong School for the Blind developed strategies to deal with the challenges that confronted the teaching activities. In this regard, the study identified a number of such adaptations that were created by the teachers. These are outlined as follows;

1. The use of writing-frames instead of Perkins Braille.

¹² The CSSPS is a system used by the Ghana Education Service (GES) to place qualified BECE candidates into Senior High School (SHS)/ Technical Institutes (TI)/ Vocational Institutes. <http://www.eoi.es/blogs/mavisasare/2014/01/10/ghana-education-system-%e2%80%93-computerized-school-selection-and-placement-system/>

The teachers recommended the use of writing-frames to the visually impaired students due to the limited number of Perkins Braille machines. “The easiest way to create a braille document is to use a pointed stylus to push dots into paper. With standard writing frames the dots are created on the reverse of the paper, meaning the braille has to be written back to front.” (Through Scarlett's Eyes, 2013) The Perkins brailier, according to the teachers, is faster for the visually impaired students to use to type braille and take notes in class. This device is similar to a typewriter and has keys that represents the braille dots, also it does not require the use of a standard writing paper. However, the teachers recommend the students to use their writing frames because there are not enough Perkins brailier for each student to use.

2. Improvising objects

The teachers also resorted to cutting out shapes of objects from cardboards for illustrations. They also used real object that have the semblance of concepts that they want to describe to them. The essence of improvising these materials was to enable the visually impaired students grasp the understanding of the concepts when they touch and feel the objects. This mechanism was illustrated by one respondent (A/T3):

“I teach social studies and when I want to talk about the globe, I have to get an orange and make some design on the orange for the students to have a feel of it. Those lines on the globe are the contour lines that you can use to locate places, the equator, etc. So if I do not have this material, it means that I have to go for another device which is round, in the form of improvising the globe.”

The research findings also showed that, innovating these materials for teaching the visually impaired students enabled the teachers to minimize the gap that existed between the inadequate resources they needed and the responsibilities they were expected to perform. In addition, the findings showed that, the teacher would have to go round the class, passing the improvised object to each visually impaired student to feel and have an idea of what it is been referred to. Another respondent (A/T1) further noted that;

“You have to describe the concept and bring it to the real life situation for the child to understand and sometimes, you have to get something real. If it is a doll or a print up, you can emboss or calve it just to let the child get the real meaning of what is exactly in the textbook. So even if you do not have access to the exact material, you must at least find something similar that the child will understand.”

Mampong Demonstration School for the Deaf.

The research findings from this school indicated that, the teachers resorted to using real objects for demonstrating and illustrating concepts in the classrooms for the hearing impaired students to understand. The primary mode of communicating with the hearing impaired students is Sign Language. However, it was challenging to use this medium to describe some concepts to the students. The available option it then to find materials that closely represent such concepts.

According to respondent- M/HTI,

“A teacher has to be innovative so that once they realize that the child requires an individualized educational plan, the teacher’s responsibility is to design such a structure so that that child benefits. We also have some of the children that even have additional handicaps in addition to the hearing impairment. Some of them also have a little mental retardation and the teachers need to design and develop programmes that will suit them.”

Although the curriculum for teaching the hearing impaired students is lacking on some aspects, the fact that the teachers are trained special educators gives them the opportunity to exercise their discretion and use their skills to develop rationing services that will make up for the challenges to enable the hearing impaired students have access to education.

b. Secondary Level of Education

Okuapemman Senior High School

The research findings on the patterns of practice developed by the teachers here indicated that, the school is an inclusive educational system, and most of the teachers are not trained special educators. However, a few of the teachers who also performed auxiliary duties as resource persons were able to develop and create materials to support the teaching activities for the visually impaired students. These teachers, in some cases also assist the regular teachers by developing materials for the visually impaired students in order for the visually impaired students to understand what those teachers have taught in class.

1. Role-play for teaching Mathematics

One such initiative developed by a teacher was to use the visually impaired students as participants in demonstrating mathematical concepts such as removal of brackets, addition and subtraction, etc. That is, the teacher would assign roles to the students in relation to the concept that is been explained. According to O/T1, the use of role-play enabled the students to have a better idea of what is been taught in the classroom. Besides, they write the same examinations with the regular students and these activities have been helpful for them during the examinations. The respondent further gave an illustration of the process;

“For instance in order to explain ‘removal of brackets’ to the visually impaired students, I bring some of them out of the classroom and I call them the coefficient of something then the variables are those students in the classroom. So before we accept you into the bracket (that is the classroom), you have to come and greet every student one after the other, practically as a spontaneous drama. Although it is mathematics, I lead the child to greet somebody in the classroom and then I lead the person out again, and repeat this process with a few more students. Here, we assume that you have greeted all the people and you are now welcomed in. That is, when you are outside the bracket, you must multiply by all the variables in the bracket before you remove the bracket finally. These are some of the things I do and it works very well for the students. So when they are asked to account for such things in the exams, they remember the idea that I used to teach that concept in class.” (O/T1)

2. Use of writing frames

Another pattern of practice that the study identified was the use of braille writing frames to draw statistical frequency tables and charts. Since the curriculum does not make provision for teaching these concepts to the visually impaired students, the teachers had to develop this strategy so that the visually impaired students will not be side-lined in the teaching activities.

3. Tartar drawings

The study also identified that, some of the teachers would create tartar drawings of objects and concepts which the visually impaired students would be able to feel with their hands and identify the details of the concepts. One respondent (O/T2) mentioned that;

“What we normally do is that, when you are teaching concepts that require some amount of visual illustrations for a clearer understanding, we should be able to translate that concept into perhaps a tartar drawing or a drawing that they can use their hands to feel and be able to identify what it means. So we do modifications which also help them to get the concepts. For instance, if you are teaching plain figures in mathematics, all that you have to do is use machines to draw the diagram which will appear on the other side in the braille form so that they will use their fingers to trace and see the shape of it. And sometimes, if it is an angle, the teacher may decide to use the students themselves for the illustration. He will tilt the student’s hand and explain to the students that ‘this is an angle and if you stretch your hand, then it is in a form of 180°. So those are some of the things that we normally do. The visually impaired students may not be able to understand the concept well if the drawings are not clear enough. But in most cases, we do our best for them to also benefit from the lessons”.

The findings have showed that, the materials and strategies that the teachers develop to make up for the limited resources have an influence on education of the persons with disability. The skills and expertise they possess as street-level bureaucrats enable them to develop coping strategies that reflect the needs of the PWD. That is, the coping strategies are developed to suit the needs of the PWD, as well as attend to them effectively within their capacity. Much of the services they deliver are reflections of their subjective decisions, which clearly show that the PWDA’s provision on education does not outline clear and precise guidelines for the role of the teachers in the implementation process.

c. Tertiary Level of Education

University of Ghana

Findings from the study revealed that the teachers did not have specific improvised teaching and learning materials for interacting with the visually impaired and the hearing impaired students. The study’s observations indicated that, one factor that influenced this situation was the fact that most of the teachers were not trained special educators. Besides the teachers interviewed indicated that, the administrative system in the institution is somewhat rigid, and does not allow for much discretion.

6.2 MODIFICATION OF THE JOB

Lipsky, (2010, p. 83) indicated that street-level bureaucrats would modify the concepts of their job as a coping mechanism to reduce the gap between available resources and agency's objectives. Modifying the job would require a greater use of the discretion that teachers possess, and the study identified this coping mechanism as a result of the ambiguous teaching materials available for the teachers. The study found that, it was difficult to identify specific performance measures for assessing the teachers' performance due to the strategies that were developed. Hence, appraisers in most time would have to take consideration of these strategies to determine if they are prudent for the education system.

Extra Classes and Tutorials

Findings from the study showed that one modification that was predominant in all the three schools and the university was extra classes for the visually impaired students and hearing impaired students, besides the formal lesson periods. The teachers would usually organize extra classes and tutorials for the students before or after the normal lessons and this was basically done to provide the students with a much clearer understanding of what was taught in class. Also, the extra classes were held to make up for some topics that were not completed during the formal lessons. The analysis from the previous chapter iterated that, the time allotted for lesson periods were mostly inadequate for the teachers to finish teaching the students everything that has to be taught within that time frame. At the University of Ghana, it was established that, the lecturers have teaching assistants who assist the lecturers, hence, these assistances were usually delegated by the lecturers to organize tutorial sessions for the disabled students. These sessions for the disabled students are often on a one-to-one bases between the teaching assistant and one disabled student. Hence, it was more productive for the student to understand concepts that he or she might have missed out during the actual lectures.

a. BASIC LEVEL OF EDUCATION

Akropong School for the Blind

1. Provision of teaching and learning materials

Apart from organising extra classes for the visually impaired students, the teachers were compelled on most occasions to personally finance the purchase of text books, printing and scanning of teaching materials. The study identified that the teachers would buy text books with their own money for teaching the students, when these materials are supposed to be provided by the Ghana Education Service. The respondents interviewed expressed concerns that, it was difficult to teach the students without the necessary materials. Therefore, they use their own money to buy them and prepare other relevant materials in other to be able to provide the students with the necessary services that they need. Secondly, it was established that the textbooks available in the school was mostly not in braille and also not enough for each

student to have one to himself during lessons. Therefore, the teachers had to convert these texts and materials into braille for the students so that they can easily have access to the learning materials.

Mampong Demonstration School for the Deaf.

1. Skipping topics in teaching curriculum

One main measure that the teachers at the Mampong Demonstration School for the Deaf resorted to was skipping some topics in the course syllabus. The teachers were compelled to do this when they did not have the necessary materials for conducting the lessons, and when they are constrained by insufficient lesson periods. The respondents also indicated that they were prone to leave out certain topics in the curriculum if it was almost impossible to teach the hearing impaired students. According to one respondent (M/T1),

“The syllabus requires that we use some videos for teaching certain lessons and here we don’t have them. Even, teaching regular students certain teaching certain topics in abstract is difficult for them to assimilate. And most of these hearing impaired students have limited vocabulary, therefore trying to explain a situation in the abstract may obviously compel us to leave out some of the topics. There is one topic called ‘Electronic Circuit’ I need to treat, but I do not have the materials. So I could not construct it for the students and I cannot explain the concept using sign language. Due to this, that lesson is hanging until I get those materials before I will be able to teach it.”

The plight of the respondent showed that, it is the nature of the curriculum that leads to this option, and besides, the issue of the curriculum being ambiguous has been raised on several platforms without any redress.

b. Secondary Level of Education

Okuapemman Senior High School

The study’s findings indicated that the teachers did not have specific modifications in relation to the concepts of their job, aside organising extra classes for the students with disability. The limited teaching resources, and the limited training in special education for the teachers were seen as contributing factors to why they could not develop enough coping mechanisms. Besides, the classrooms were composed of large numbers of both visually impaired students and sighted students, and this also made it challenging to come up with effective modes of providing the visually impaired students effective services.

c. Tertiary Level of Education

University of Ghana

The lecturers interviewed indicated that, it was difficult to modify some aspects of their job, such that, the system within which they operate is rigid and does not allow them much discretion to do this. A study done by Kelly (1994, p. 123) to examine the principles of justice held by street-level bureaucrats in two arenas established that, “in general, schoolteachers are encouraged to be innovative, to exercise their discretion, in

order to improve policy outputs. Discretion is inherent in the profession, despite the large number of administrators and the red-tape horrors described by some of the teachers”. The study further indicated that, there are situations that the lecturers would give the visually impaired students soft-copies of learning materials, which are then converted to braille for them at the OSSN. It was further established that, the resource persons at the OSSN performed auxiliary duties for the disabled students, hence this did not compel the lecturers to make any specific modifications.

6.3 MODIFICATION OF CLIENTS

The third coping mechanism that Lipsky mentioned was the fact that street-level bureaucrats modified the client who they processed in order to achieve the best results. The main group of clients studied here have been the visually impaired and the hearing impaired students. Ellis et.al. (1999, p. 265) has argued that, “contrary to the ideals of flexibility and individualization legitimating professional discretion, street-level bureaucrats adopt simplifying assumptions to categorize clients and respond in stereotyped ways to their situations”. The study found that the teachers attended to the PWD with regards to some specific criteria. It was observed that, the visually impaired students and the hearing impaired students required individualised education plans. Hence, they were usually given individualised attention in order to identify their individual needs and give them the necessary support in that regard. This modification was common among the three schools and the university. The teachers indicated that some of the students have additional handicaps hence, this process enables the teacher to identify, and nurture their capabilities to that they do not become dormant

a. Basic Level of Education

Akropong School for The Blind

The respondents indicated that, it was difficult to attend to the visually impaired students individually in the classroom, due to the large class size and time constraint, therefore they organized individualized sessions for them after classes and assist them with the necessary support.

Mampong Demonstration School for the Deaf.

One respondent (M/T2) indicated that there were some hearing impaired students who are also mentally retarded, and these category of students required special attention because it was difficult to leave them unattended during lessons as you need to ensure that they understand every single concept you teach. Also, hearing impaired students who are also partially blind were made to sit at the front rolls in the classroom in order to get a much clearer understanding of lessons.

b. Secondary Level of Education

Okuapemman Senior High School

The study's findings showed no form of modification of the visually impaired students. This could be attributed to the fact that, the school is an inclusive school and this category of students formed only a marginal population. Besides, the study further indicated in the previous session that, it was rare for the teachers to attend to them individually in class due to the large class sizes and the inclusive nature of the school.

c. Tertiary Level of Education

University of Ghana

The respondents indicated that the system in the institution is very rigid and it gives them little or no discretion to alter any concepts of the visually impaired and the hearing impaired students. However, the study found that, some of the lecturers categorise and attend to the disabled students based on their level of disability. It was indicated by the respondents that this was helpful as it enabled the lecturer to identify the individual capabilities of the students. According to Prottas (1979, p. 133), "the formal client categories are inadequate for the street-level bureaucrat. For the street-level bureaucrat, the meaning of a category and the important distinctions between clients lie primarily in their implications for the bureaucrat's own work". In this study, it was indicated that the categorization enabled the teachers to provide essential services for the students. One respondent (UG/T2) mentioned that;

"Once I get to know those who are visually impaired and speech impaired, I strategize to meet the worst level of the disability. The moment you are able to get up to the worst levels, those who are mild to moderate will not be difficult to handle."

Through the face-to-face interview with this respondent, he indicated that, he had some hearing impaired students who could read his lips when he was teaching and also partially blind students who could see some writings on the writing board when they sit in front of the class. Hence, it was not very challenging to attend to such students. However, he then focuses more attention on those students with severe hearing impairment and the totally blind students in the class. The respondent further noted that when he identifies those with mild challenges, first, he was able to attend to the worst levels of the disability and give the students the necessary individualised attention with assistance from the teaching assistants and the resource persons. Shaddock et. al. (2007, p. 5) mentioned that "for a teaching staff to provide an inclusive environment for disabled students, they should "work predominantly from the basis of student strengths and not their disabilities. This starting point allows teachers to remain focused on genuine learning support needs rather than on label-determined deficits". In this study, however, starting from the levels of disability of the student rather worked for most teachers as they were able to identify the individual capacities of the disabled students and render the necessary attention.

Another respondent (UG/T3) indicated that, since the teaching curriculum did not make provisions for the disabled students, the alternative option was to give them additional learning materials and special assignments, other than the regular exercises assigned to all other students. Although the rest of the students usually referred to this as discriminatory, this process was intended to enable the students excel, and the lecturer in turn achieve the set objectives. "Schoolteachers are not always able to orchestrate fair outcomes, but their individual understandings still affect the way they choose to overcome the distributional dilemmas they face". (Kelly, 1994, p. 138)

6.4 DISCUSSION OF THE FINDINGS

In ascertaining the variation of the role of the teachers at the three different levels of education, the study's findings have indicated that, the teachers at the basic level of education developed more coping strategies in order to provide access to education for the students with disability than the teachers at the secondary and tertiary levels of education. The teachers at the basic schools developed admission protocols alongside the formal registration periods to regulate the intake of students with impairments. This process influenced the formal registration of the students, in that, some students had to wait for a period of time before they could be admitted. Although the students expressed negative reactions to this process, the schools' administration and the teaching staff felt it necessary to do this as it helped to minimize the problem of utilizing available resources. However, the study findings did not indicate any form of protocol that was used to regulate the admission of the disabled students beside the formal registration periods at the Okuapemman Senior High School and University of Ghana.

In terms of improvising teaching and learning materials for the disabled students, the analyses of the study's findings have indicated that the teachers in the basic and secondary schools created alternative teaching materials and learning artefacts for interacting with the students with disability due to the limited stock of resources. The analysis showed that to some extent, these measures enabled the teachers to limit the problem of inadequate materials. At the tertiary level however, there were no forms of improvised teaching and learning materials. The Office for Students with Special Needs (OSSN) on regular basis provided the disabled students with learning materials to use in the classrooms, as well as resource persons to assist in interpreting lectures in the classrooms. But there were no such provision of teaching materials and devices for the lecturers. And the interviews with the teachers indicated that, they have not found the need to improvise teaching materials, hence they would resort to that when the need arose.

Besides, organising extra classes and tutorial sessions for the students with disability was found to be one common process with which teachers modified their job in the basic, secondary and tertiary levels of education respectively. Due to the problems of time constraint and individual needs of some disabled students, the teachers and lecturers found it prudent to organize extra classes outside the regular classroom hours for the disabled students. This was done in order to help improve the performance of the teachers, and to complete the teaching curriculum on time. The findings revealed that this measure helped to

improve the participation of the disabled students especially those in the secondary and tertiary institutions which are inclusive settings. This enabled the disabled students to have access to information and lessons they might not have had a clear understanding or access to in the regular classroom lessons. Hence, the persons with disability perceived these measures as helpful.

The analysis further revealed that, the teachers in the basic schools on numerous occasions were compelled to use their own money and resources to purchase teaching and learning materials to be used in the classroom. Although this is a responsibility of the educational directorate, the fact that the problem of resources has existed over a long period of time without any considerations compel them to do this in order to make their job efficient. Another modification that the teachers developed due to the ambiguity of the teaching curriculum was leaving out some topics in the teaching syllabus. The study observed that, it was impossible to explain some science and mathematics concepts to the hearing impaired and the visually impaired students without the necessary provisions, and also within a limited lesson period. This form of modification was not noted in the secondary school and the tertiary institution from the study's findings.

Another major finding from the study is in relation to the modification of the students with disability. The analysis posits that, the teachers at the basic level of education rendered special support services to the disabled students by giving them an individualized form of attention. The teachers would identify the peculiar needs and capabilities of each student and give them the necessary attention. Although it was not always possible to implement the individualized teaching plan in the classroom, due to the large class sizes and limited time, some teachers reserved their office hours after the classroom lessons for the disabled students with peculiar needs. The findings indicated a similar venture at the tertiary level, where the lecturers would categorize the disabled students based on the level of impairment, and attend to them from the worst level of the disability to the mild level. Also, some lecturers would provide the hearing impaired and the visually impaired students with materials and assignments, other than that which was given to the other regular students. Although these measure was to create an effective and inclusive educational environment for the disabled students (due to the ambiguous teaching curriculum), some other students perceived these measures as discriminatory. This was however, not the case at the secondary level of education as there were no such measures found. Besides, the study found that the individualized education plan was an effective medium of providing an access to education for the students with disability.

The study showed that, the independent variables; problem of resources, goals, performance measures and relations with clients influenced the implementation of access to education for persons with disability. The findings of the study established that, it was these factors that led the teachers to develop coping strategies in order to provide access to education for the persons with disability. The analyses and discussions in these empirical chapters have indicated that, the coping strategies and routine measures that the teachers developed due to the conditions of their work influenced the extent of participation of the disabled students in the curricula activities. For instance, when teachers skip some topics in the teaching curriculum, it is the students who suffer the consequences, although the teacher is compelled to do this because there are not

enough resources for the teacher to attend to all the need of the students. The findings also showed that, the admission protocols that were developed by head teachers and teachers affected the formal registration of the persons with disability in school. If the PWD have to be enrolled in school but there are not enough resources to cater for their admission, it slows down the implementation process. Further, it increases the number of persons with disability who do not have access to education. Thus, the conditions of work of the teachers at the basic, secondary and tertiary levels of education make the achievement of the policy's objectives on education difficult, as these factors shape the role performed by the teachers in the implementation process.

The findings of the study also indicated that, there is a variation in the extent to which the teachers develop coping mechanisms to deal with the indeterminacies of their work at the basic, secondary and tertiary levels of education. I also observed that, the teachers in the special schools (Akropong School for the Blind, and Mampong Demonstration School for the Deaf) developed more coping mechanisms than the teachers in the regular schools/university. (Okuapemman Senior High School, and University of Ghana). One other important factor worth noting is that, most of the teachers in the special schools are trained special educators, unlike the teachers in the regular/inclusive schools. The study observed that, this gave the trained special educators an edge of advantage in developing effective coping mechanisms because of the training and expertise in relation to the disability of the students. Therefore, it is noteworthy, for the government institutions responsible for seeing to the successful implementation of the PWDA's provision on education of persons with disability to take these observations into consideration and adopt appropriate measures in order to achieve sustainable and efficient policy outcomes.

6.5 CONCLUSION

This chapter has discussed the effects of the role and choices of the teachers on the implementation of the PWDA's provision on access to education. The previous chapter discussed the factors that influenced the role of the teachers, and showed that the conditions of work being the problem of resources, ambiguous goals, performance measures and the relation with clients influenced the role the teachers play as street-level bureaucrats. The empirical chapters have therefore identified the causal relationships between the independent, intervening and dependent variable of the study. That is, identifying the coping strategies- which defined the role of the teachers drew forth the influence of the conditions of work of the teachers on the PWD's access to education.

CHAPTER SEVEN: SUMMARY OF FINDING, IMPLICATIONS OF THE STUDY AND CONCLUSION

7.0 INTRODUCTION

This study has examined the role that teachers perform in implementing access to education for persons with visual impairment and persons with hearing impairment, as established in the Persons with Disability Act of Ghana. The theory of street-level bureaucracy (Lipsky, 2010) has been employed as the theoretical framework for exploring this phenomenon, through a qualitative case study approach. Preceding chapters of this paper have presented and discussed the research design adopted for this thesis, as well as the theoretical underpinnings and methodological approaches utilized in collecting and interpreting data for the study. The study's findings have been clearly interpreted and discussed, with major findings outlined. This chapter therefore presents a summary of the research work and reiterate the objectives of the study in light of the study's major findings. It proceeds with a discussion of the summary of the study's findings, and the theoretical implications of the study. The chapter also sheds light on the implications of the study to the implementation of the PWDA, and precisely, the provision on access to education. The final section outlines, and emerging issues from the study, the contribution and implication of the study for future research, and hence, draws a conclusion.

7.1 OVERVIEW OF THE STUDY

7.1.1 RESEARCH PROBLEM AND OBJECTIVES

The study was conducted on the premise that the role of teachers who provide access to education for persons with disability has been overlooked ever since the implementation of the Persons with Disability Act commenced. Measures laid out in the course of the implementation process have not factored the conditions that characterise the work of the teachers, and how they perform the responsibilities assigned to them. In the light of this problem, the study sought to examine the role of the teachers, and how their role influences the implementation of access to education for the persons with disability at the Akropong School for the Blind, Mampong Demonstration School for the Deaf, Okuapemman Senior High School and University of Ghana. Thus, the objectives of the study were to examine the factors that influenced the role of teachers; examine how the role of teachers influenced the extent to which they provide access to education for the PWD; and find out if there is a variation in the role and choices of the teachers at the basic, secondary and tertiary levels of education.

Lipsky, (2010, p. 3) stipulates that, "public service workers who interact directly with citizens in the course of their jobs, and who have substantial discretion in the execution of their work are called street-level bureaucrats." This argument therefore categorizes teachers as street-level bureaucrats, and as such the role they perform and the decisions they take influence policy. In Lipsky's Theory of Street-Level Bureaucracy, he argues that the work of street-level bureaucrats is characterised by work conditions which makes it

difficult to perform their jobs effectively. Hence, this leads to the development of coping mechanisms to deal with the challenges that confront them. (Lipsky, 2010) Therefore, in the light of the research problem and objectives, the study was conducted on the basis of Lipsky's theory of street-level bureaucracy, and to provide answers to the study's research questions. The study's hypotheses generated from the theory of street-level bureaucracy were also examined by using the data obtained from the face-to-face interviews, direct observations and document reviews.

7.1.2 ANSWERING THE STUDY'S RESEARCH QUESTIONS

The main research question of the study was; *what are the factors that influence the role and choices of teachers on access to education for persons with disability?* In order to explore for in-depth information, the following sub-research questions were developed: *What are the conditions of work that influence the role of the teachers? How does the role of the teachers affect the persons with disability's access to education? How do the persons with disability perceive the role and choices of teachers in ensuring their access to education?* Considering the nature of the research problem at hand, and the objectives that the study sought to achieve, a qualitative research method was adopted for the study, and precisely, a case study approach in order to obtain in-depth information through a triangulation of qualitative data collection methods. In this regard, I conducted face-to-face interviews with twenty-four (24) respondents from Akropong School for the Blind, Mampong Demonstration School for the Deaf, Okuapemman Senior High School and University of Ghana, as well as the Ghana Blind Union. The respondents included head-teachers, teachers, coordinators, and students with visual impairment and students with hearing impairment. The interview data was substantiated with data from the direct observations at the research sites and written documents.

7.2 SUMMARY OF THE MAIN FINDINGS

The study sought to examine the factors that influenced the role of teachers on access to education for persons with disability in the Akropong School for the Blind, Mampong Demonstration School for the Deaf, Okuapemman Senior High School and University of Ghana. Lipsky argues that, street-level bureaucrats are confronted with circumstances which make it difficult for them to perform well. Due to this, they develop coping strategies and subjective responses that influence the way and manner in which they provide services to clients. (Lipsky, 2010). As mentioned earlier in the thesis, the Persons with Disability Act of Ghana was passed in 2006 to address the needs of persons with disability. With over ten years into the implementation of the policy, little can be said about a successful implementation of the policy. This study therefore sought to explore the implementation of the policy's provision on access to education, with the main emphasis on the role that teachers perform in the implementation process. Implementation studies conducted on the policy have focused mostly on the impact of the policy on persons with disability. Besides the role that street-level bureaucrats perform in the implementation process is as vital and essential to the effective implementation of policy.

The study explored the role of teachers and the influence on access to education for PWD. This was done by examining the conditions of work of teachers and how they affected the role they performed in providing access to education for the persons with disability. Four independent variables (problem of resources, goals, performance measures, and relations with clients) were examined, with the role of teachers being an intervening variable. This implied the essence of exploring two causal relationships: first, the relationship between the independent variables and the intervening variable, and second, the relationship between the intervening variable and the dependent variable of the study. That is, to examine the factors that influenced the role of teachers. Secondly, examine how the role of teachers influenced the extent to which they provide access to education for the persons with disability. Therefore, the first two primary objectives were examined in this regard. The third primary objective of the study was to find out if there is a variation in the role of the teachers in the basic, secondary and tertiary levels of education. This section therefore presents a summary of the empirical findings of the study.

7.2.1 WHAT ARE THE CONDITIONS OF WORK THAT AFFECT THE ROLE OF THE TEACHERS?

a. Problem of Resources

Ten teachers were interviewed at the four research sites namely: Akropong School for the Blind, Mampong Demonstration School, Okuapemman Senior High School and the University of Ghana, to find out if resource constraint affected the role they performed in their job. Three main themes were developed from the theoretical foundation for the analysis and interpretation of the findings. The study found that the ratio of teacher to disabled students, time constraint and personal resources were three main problems or resources that confronted the work of the teachers. This finding indicated that there were rather large class sizes of disabled students in all four educational institutions. However, unlike Akropong School for the Blind and Mampong Demonstration School for the Deaf, which are special schools, the inclusive institutions; Okuapemman Senior High School and University of Ghana had large classes with a minority of the students being students with disability. Also, the findings revealed that, the lesson periods allotted for curricula activities were limited, and this made the work of the teachers less productive. The teachers inferred that it takes a longer period for a teacher to explain a concept to a student with visual impairment of hearing impairment. Hence the time constraint posed a serious challenge for them.

Concerning the issue of personal resources, the study found that most of the teachers in Akropong School for the Blind and Mampong Demonstration School for the Deaf were trained special educators. Hence, there was not much of a problem in that regard. However, the main problem emanated from the inadequate teaching and learning resources. It was revealed that, Ghana Education Service provided a general teaching curriculum for all public schools, with no clear provisions and adaptations for teaching students with disability. Thus, the teachers saw this as a challenge, as it was difficult to apply some aspects of the curriculum in teaching the students with disability. Although the teachers in Okuapemman Senior High

School and University of Ghana faced the same problem, the study found that, only a few teachers in Okuapemman Senior High School were trained special educators. Another finding was that, the lecturers at the University of Ghana were basically regular teachers with little or no training in special education. However, a resource centre in the university provided resource persons who assisted the lecturers in their interactions with the persons with visual impairment and persons with hearing impairment.

b. Goals

This variable was operationalized in the study as the standards and principles that the teachers were expected to conform to in the performance of their duties. The study found that there was a general curriculum that governed the teaching activities in all the public educational institutions. However, this posed challenges for the teachers in that, there was the need for special adaptations and provisions to be able to use the curriculum in teaching the visually impaired students and the hearing impaired students. Two head teachers and ten teachers were interviewed, and these respondents indicated that, on numerous occasions they have expressed this concern to the National Council for Curriculum and Assessment to address this problem but all efforts barely yielded results. This issue was daunting in that; the teachers were expected to complete a syllabus at the end of every academic term but they are not able to do so because of this problem. Besides, findings obtained from the Okuapemman Senior High School and University of Ghana indicated that it was difficult to teach visually impaired students and the hearing impaired students subjects such as mathematics and science. Also, most of the teachers did not have expertise in the use of braille and sign language for teaching such subjects. Hence, goal ambiguity posed a challenge to the work of the teachers.

c. Performance Measures

One major finding of this variable was that the issue of goal ambiguity had an impact on the effective assessment of the teachers' performance. As explained above, the study's findings indicated that, teachers are mostly not able to adhere to the requirements of their jobs due to the inadequate teaching materials and resources. This was seen to further have a toll on the use of correct measures for assessing their performance. It was also revealed that there were circuit supervisors whose responsibility was to embark on periodic visits to the educational institutions for performance appraisal of the teachers. However, this was not effective in the sense that, the circuit supervisors could barely assess the performance of the teachers on regular basis because they did not have ample time to assess each teacher individually. Also, on the occasions where the appraisals were carried out, they were not done in the classrooms. The teachers interviewed inferred that, it would have been much better for the assessment to begin the classroom when teaching activities are in progress so that the supervisors will better understand the challenges they are confronted with.

d. Relations with clients

The study revealed that, although the teachers are not accountable to the persons with disability, they felt the need to attend to them with respect to their personal needs. At the Akropong School for the Blind, and Mampong Demonstration School for the Deaf, for instance, the study found that there were visually impaired students and hearing impaired students respectively who had other forms of disability, hence there was the need to provide such category of students with special individualized attention. Although other conditions that confronted their work made it difficult to do this, it was necessary to provide them with the necessary support and assistance.

7.2.2 HOW DOES THE ROLE OF TEACHERS AFFECT THE PERSONS WITH DISABILITY'S ACCESS TO EDUCATION?

The study found that there were variations in the role of the teachers at the basic, secondary, and tertiary levels of education in providing access to education for the hearing impaired students and the visually impaired students. The study indicated that, unlike the tertiary level of education (University of Ghana), the teachers at the basic level (Akropong School for the Blind and Mampong Demonstration School for the Deaf) and the secondary level (Okuapemman Senior High School) developed more patterns of practices as coping mechanisms to bridge the gap between the conditions of their job and the achievement of set objectives.

By performing their role as street-level bureaucrats amidst the conditions that confront their work, the teachers at Akropong School for the Blind and Mampong Demonstration School for the Deaf developed measures to modify their work to make it more and efficient and provide a productive environment for the students with disability. The study however, found no specific forms of modifications at Okuapemman Senior High School and the University of Ghana beside organizing extra classes and tutorial sessions for the disabled students, which was evident in all the three levels of education.

However, in terms of modifying some aspects of the disabled students in order to provide them with an enabling access to education, the teachers at the basic level of education and the tertiary exercised their discretion to provide individualized educational plans for each disabled student with peculiar needs, and categorising them based on their respective levels of disability. Although this was seen as discriminatory by other students, the study found this practice as an effective form of providing access to education for the students with hearing and visual impairments.

7.2.3 HOW DO THE PERSONS WITH DISABILITY PERCEIVE THE ROLE AND CHOICES OF TEACHERS IN ENSURING THEIR ACCESS TO EDUCATION?

The findings from the study indicated that the disabled students at the Akropong School for the Blind and the Mampong Demonstration School for the Deaf perceived the coping mechanisms developed by their teachers as satisfactory in that, it improved their participation in the curricula activities. However, the

students at the Okuapemman Senior Secondary School and the University of Ghana inferred otherwise. Although the teachers did not have specific coping mechanisms, the resource persons at the resource centres assisted them to some extent. The findings indicated that, the fact that most of the teachers here are not trained special educators also makes it difficult for them to develop some measures to make up for the inadequacies in their work.

The study therefore found that, there is a variation in the role and choices of the teachers at the basic, secondary and tertiary levels of education. The empirical findings of the study have shown that, the teachers at the basic school level (Akropong School for the Blind, and Mampong Demonstration School for the Deaf) develop more coping mechanisms than the teachers at the secondary level, and tertiary levels of education, that is Okuapemman Senior High School, and University of Ghana respectively. The observations further revealed that, the fact that Akropong School for the Blind, and Mampong Demonstration School for the Deaf are special schools for the visually impaired and the hearing impaired respectively, may be a contributing factor to the teachers' role in developing more coping mechanisms than the teachers at the secondary and the tertiary levels of education.

Besides, Okuapemman Senior High School, and University of Ghana are not special schools but inclusive educational institutions unlike the former schools. One other important factor worth noting is that most of the teachers in the special schools are trained special educators, unlike the teachers in the inclusive schools. Their knowledge, training and expertise in relation to the disability of the students gave them an edge of advantage in the coping mechanisms they developed.

7.3 IMPLICATIONS OF THE STUDY

From the onset, this study was set to examine the role of teachers in the implementation of the provision on education of persons with disability in the Persons with Disability Act of Ghana. The provision on access to education is one of the eight main provisions in the Act. In as much as the implementation of the provision is concerned, the study placed emphasis on the implementation process at the level of the street-level bureaucrats. Therefore, the main objective of the study was to examine the factors that influenced the role of teachers in providing access to education for persons with disability. The theory of street-level bureaucracy (Lipsky, 1980; 2010) was used as the theoretical foundation to find answers to the research questions of the study. In as much as the findings of the study has implications for the implementation of the policy, the study's observations seek to provide a test to the theory of street-level bureaucracy, and therefore contributes to the literature of policy implementation and future studies on street-level bureaucracy.

7.3.1 THEORETICAL IMPLICATIONS OF THE STUDY

Lipsky's (2010) street-level bureaucracy has been used as the theoretical foundation for this study. The theory argues that, the exercise of discretion is an inherent aspect of the work of public workers who

interact directly with citizens. Besides, inadequacies in their job and limited resources make it difficult for them to perform to the expected standards. Lipsky identified five conditions of work, from which the independent variables of this study were developed, namely problem of resources, goals, performance measures, and relations with clients. The theory was adopted for the study to examine the factors that influence the role of teachers, that is, public workers, who provide access to education for students with hearing impairment and visual impairment. Lipsky's perspective on street-level bureaucracy was also used as the theoretical foundation of the study because, it sheds light on the conditions that confront the work of street-level bureaucrats. The theory also identifies how SLBs exercise their discretion and develop responses to deal with the difficulties of their job. This premise is relevant for the study because it served as a basis for exploring and understanding the role performed by teachers who interact with persons with disability, in fulfilment of the provision on Access to Education of the Persons with Disability Act of Ghana. The findings of the study draw forth some implications for the theory of street-level bureaucracy. I therefore present a summary on the four (theoretical) explanatory variables of the study.

1. The Problem of Resources

Lipsky indicated that, Street-level bureaucrats work with limited resources and information for processing clients. Besides, they are confronted with taking decisions concerning clients within a limited time frame. That is, an inherent feature of their work is an exceeding ratio of clients over the resources available in that, the demand for their services will always exceed the supply. The study however, established that, resource constraint is one major problem that affected the role of the teachers who interact daily with the persons with disability. The findings of the study thus supported the hypothesis that *the inadequacy of resources may stifle the role of teachers*. This further implies that, the implementation of a policy may yield unexpected outcomes if the policy does not outline the necessary information and resources for the public workers who are responsible for implementing policy at the frontline. The study showed that, the large number of students with disability and the limited lesson periods affected the rate at which the teachers could deliver much effective lessons to the students. Lipsky argued that high student-teacher ratio does not enable teachers to give the kind of personal attention good teaching requires (Lipsky, 2010, p. 30).

Besides, most of the teachers at the Okuapemman Senior High School and the University of Ghana did not have training in special education, which made it difficult to attend to the needs of the students with disability. Also, some teachers did not have any information on the students with disability in their classes. From the empirical observations made, training in special education was seen as an important resource for the teachers who interact with the persons with disabilities. Therefore, in the situation where a teacher is not a trained special educator, it impinges on the effective education of the students with visual impairment and students with hearing impairment.

2. Goals

Lipsky argued that, goals may be ambiguous because some aspects that needed to be rectified were submerged and ignored when the programs were developed. (ibid, p. 41) Findings from the study affirmed the assumption that *goal conflicts and ambiguity may influence the role of teachers*. The curriculum with which teachers in the educational institutions used to conduct lessons in the classroom was seen to be deficient in the sense that, it was difficult to teach the hearing impaired and the visually impaired students some of the concepts and topics in the curriculum because of their impairment. The study indicated that, the teachers in the public institutions used a general curriculum, without specific provisions and recommendations for students with impairment, even before the Persons with Disability Act was passed. Although it has been almost ten years since the implementation of the policy (PWDA), the National Council for Curriculum and Assessment (NCCA) has not made any recommendations and provisions in the curriculum for the students with disability. The study found that this makes it difficult for the teachers to perform up to the tasks they are expected to perform within the academic terms.

3. Performance Measures

Lipsky indicated that when the output consists of services provided or the validity of discretionary decisions made, it is extremely difficult to oversee or scrutinize these decisions if standards of quality are at issue. (ibid, p. 49) The findings of the study confirm the hypothesis that, *poor performance measures may affect effective assessment of teachers' performance*. The study found that, there were no clear performance measures for assessing the performance of the teachers. This stemmed from the other conditions that confronted the work of the teachers and how they influenced the role and choices they make. The teaching curriculum was found to be one main basis from which such performance measures would be developed. However, the curriculum was not appropriate and applicable for teaching the students with hearing impairment and visual impairment. Therefore, the appraisers found it challenging assessing the teachers' performance based on how effective they implemented the use of the curriculum in the regular teaching activities. Besides, the discretion that the teachers exercised gave them an edge to develop coping strategies and routine measures to make up for the deficiencies. Their superiors (school heads and authorities) had no option but to assess and approve those alternative in order to make their work productive.

Further, the findings from the study revealed that, the circuit supervisors in charge of periodically visiting the schools to conduct appraisals and assessments are not able to do these assessments effectively in the classrooms. The study also indicated that the schools' administration and the supervisors often do not have enough knowledge of the problems and needs the teachers face in the classrooms because they barely commence the supervision in the classrooms. The few times that the supervisors go to the classrooms, the teachers try to do their best to show that they are performing well. This supports Lipsky's claim that

teachers in most schools are rarely visited in classrooms by principals, and then only with enough notice so that performances can be staged. (ibid, p. 50).

4. Relations with Clients

Lipsky's argument on the relationship between the street-level bureaucrats and their clients stipulated that, the clients are nonvoluntary. In that, "if street-level bureaucracies have nonvoluntary clients then they cannot be disciplined by those clients. Street-level bureaucracies usually have nothing to lose by failing to satisfy clients". However, the findings of the study indicated that, the teachers responded to the needs of the students with visual impairment and students with hearing impairment, taking into consideration their passion for the job and the achievement of the goals of the education service. Although their efforts are sometimes constrained by limited time and resources for effective curricula activities and interactions with the disabled students, they managed to give them some level of individualized attention with the coping strategies they developed. The findings however, do not directly support the hypothesis that, *the nonvoluntary nature of students with disability may influence the role of teachers*. That is, although Lipsky's argument may hold in some street-level bureaucracies, the nonvoluntary nature of the students with impairment did not necessarily affect the teachers' attitudes. The discretion that the street-level bureaucrats exercise which enable them to categorize and modify clients to process them, may as well enable them to deliver services to them effectively irrespective of the nonvoluntary nature of the clients.

In some cases, where the teachers could not attend to some of the needs of the students were in situations where the teachers were not trained special educators such as the University of Ghana and the Okuapemman Senior Secondary School. The findings of the study indicated that some of the teachers responded to the needs of the disabled students by attending to them individually. By identifying their respective needs and capabilities, the teachers were able to provided them with the necessary support services. The theory of street-level bureaucracy (Lipsky, 2010) stipulated that the street-level bureaucrat may decide which client to attend to and which kind of service to provide contrary to others (creaming of clients). However, the theory further indicates that, "If the encounter is instrumental, that is, if each participant wants something from the other, they will continue to pursue their objectives more than the costs of seeking them" (Lipsky, 2010, p. 56). My findings show that despite the problem of resource constraint and stress in handling the large class sizes and high demands, the teachers did their best to attend to the disabled students in a manner that will help the students excel academically and also to boost their performance as teachers.

The role of teachers on access to education for persons with disability.

The theory of street-level bureaucracy argues that street-level bureaucrats use their discretion to develop coping mechanisms to ration the services they provide to their clients due to the conditions that confront their work. They develop these mechanisms in order to perform well on their job in the midst of the challenges in their work environment. The study indicated that the problem of resources, ambiguous goals and performance measures as well as the relationship between the teachers and the disabled students influenced the manner in which the teachers performed their job. Therefore, the study found that, in order to perform satisfactorily on the job, the teachers exercised their discretion to create and improvise materials and services to make up for the inadequacies in order to achieve their objectives.

Lipsky (2010, p. 82) further indicated that “The typical teacher, policeman, welfare worker- indeed anyone who regularly meets the public-seems to have an image of himself or herself as working under great strain and with considerable sacrifice to provide clients protection or service no one else would be willing to provide.” That is, the theory stipulates that the public workers identify the need to adopt coping strategies and mechanisms as responses to the circumstances that confront them. This is because, the presence of those circumstances make it difficult for them to perform well. (Lipsky, 2010, p. 82) The study further found that, although most of these mechanisms do not align with the standards and principles of their work, the coping strategies that the teachers developed in essence, enhanced the disabled students’ access to education. It was also observed, that those mechanisms were mostly not sanctioned but rather assessed to determine their efficiency due to the fact that there were no alternative provisions readily available by the administrative bodies to curtail the prevailing inadequacies.

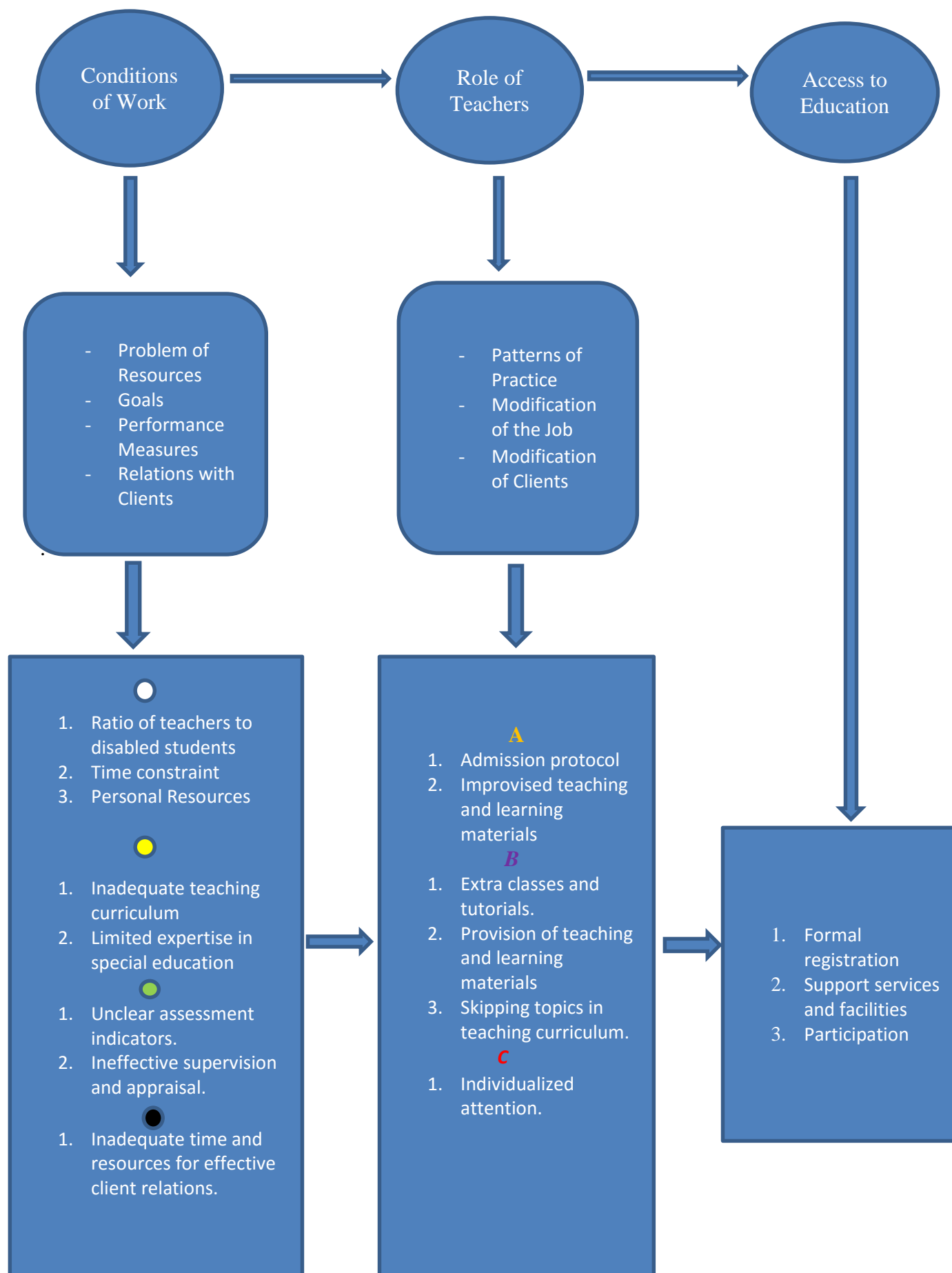
In addition, the study shows that, lack of implementation capacity has the tendency to yield undesired and unexpected outcomes of policy. Hyden has argued that, “politics impinges on public policy making in ways that marginalize economic thinking.” (Hyden, 2006, p. 136) That is, governments use public policy as symbolic opportunities to retain support and legitimacy, thereby losing focus of the costs involved in achieving expected outcomes. It is further argued that, “most African governments don’t lack professional competence to make cost-benefit or feasibility types of analysis. Rather, the problem is that those at the cabinet level making the final decisions tend to ignore the policy analysis that was done.” (Hyden, 2006, p. 116) Street-level bureaucrats are therefore compelled to work in straining work environments when policy implementation capacity is limited.

7.4 ESTABLISHING THE CAUSAL RELATIONSHIPS

In the analytical framework of the second chapter of the thesis, two causal relationships were outlined. First, in the quest to identify the relationships between the factors that influence the role of teachers, and second, the relationship between the role of teachers, and the how it affects the access to education for the persons with disability. The empirical data obtained from the study through the face-to-face interviews and

direct observations portrayed these causal relationships. The findings from the study showed that, the conditions of work- problem of resources, goals, performance measures, and relations with clients, are factors that influenced the role and choices that the teachers make at the Akropong School for the Blind, Mampong Demonstration School, Okuapemman Senior High School and the University of Ghana performed. These factors in the working environment of the teachers create challenges that make it difficult for them to perform up to the tasks they are assigned. Also, these circumstances made it difficult for the teachers to adhere to the principles and standards of the services they deliver to the students with visual impairment and students with hearing impairment. Therefore, in order to deliver their services to the disabled students, the decisions they made concerning the students and the appropriate measures to adopt were basically shaped by these conditions of work.

Secondly, the study has identified that the role of the teachers, as defined in the study as the coping mechanisms and strategies that they develop to deal with the conditions of work that confront them, affected the extent to which the persons with disability in the respective research sites have access to education. These arguments therefore imply that, the choices and the decisions that the teachers make concerning which coping strategies to adopt, which disabled persons to attend to, and when it is appropriate, influenced the implementation of the PWDA's provision on access to education. Also, it can be inferred that, the discretion that the teachers exercise as street-level bureaucrats have a high stake in shaping the outcome of the policy they implement. These causal relationships are therefore explained in the diagram below.



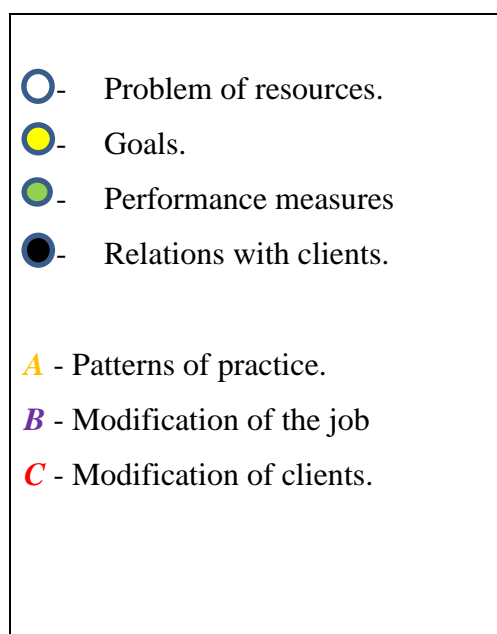


Figure 3: An Empirical Projection of the Study, The Role of Teachers in Access to Education for PWD.

Source: Adopted from theoretical framework and empirical findings of the study.

The figure above presents a framework summarising the theoretical foundation of the study and the empirical findings and observation of the study. The figure also depicts the causal relationship between the independent variables and the intervening variable, and the causal relationship between the intervening variable and the dependent variable of the study. It therefore presents a summary of the factors that influence the role of teachers on access to education for persons with disability. The conditions of work namely: problem of resources, goals, performance measures and relations with clients were identified as the independent variables of the study. The themes: patterns of practice, modification of the job, and modification of clients, characterised the role of the teachers as the coping strategies they developed to deal with the indeterminacies of their work. These coping strategies influenced the extent to which the persons with disability have access to education. The last three boxes present the main findings of the study and the causal relationships between the independent, intervening and dependent variables of the study from the study's observations and empirical findings.

The figure therefore shows that, the conditions of work influenced the role of the teachers at the Akropong School for the Blind, Mampong Demonstration School, Okuapemman Senior High School and the University of Ghana. And the coping strategies that characterize their role influence the extent to which the disabled students are formally registered, have access to support services and facilities, and the extent to which they are able to participate in the teaching and learning activities in the school/university. Hence, in essence, influencing the implementation of the policy's provision on education of persons with disability.

7.5 EMERGING ISSUES

The ten-year moratorium that was adopted for the implementation of the Persons with Disability Act (2006) comes to a close by the end of this year, 2016. The spur to conduct this study is in relation to the fact that, the implementation has rather been ineffective with regards to the provision on education of persons with disability. The main focus was on the teachers, who interact directly with the persons with disability in the classroom. The theory of street-level bureaucracy argues that the decisions that street-level bureaucrats make in the course of their work are the policies they make. The study was therefore based on the assumption that the role that the teachers play may lead to an effective implementation of the provision on access to education.

Findings from the study revealed that the day-to-day work of the teachers is confronted with enormous challenges that are consistently being ignored. The use of a general teaching curriculum in all public schools irrespective of the special needs of students with disability is rather appalling. The study has identified that, the teaching curriculum used in the schools is not adequate enough for teaching the students with visual impairment and hearing impairment, and this further creates more challenges, not only in their work but also the excellence of the students with disability.

In as much as the students with disability must have the same access to education like every other student, teachers should as well have expertise to attend the needs of every student irrespective of their individual needs. The study highlighted that, unlike the specialized schools for students with disability (Akropong School for the Blind and Mampong Demonstration School for the Deaf), most of the teachers in Okuapemman Senior Secondary School and University of Ghana, which are inclusive schools do not have any expertise and training in Special Education, and this hinders their interactions with the students with visual impairment and hearing impairment.

The study therefore highlights the need for the National Council of Curriculum and Assessment to make alternative provisions and adaptations in the teaching curriculum for teaching the students with visual impairment and hearing impairment. The theory of street-level bureaucracy, according to Brodtkin (2010, p. 942) recognized that discretion was necessary to policy work involving judgment and responsiveness to individual circumstances.” The issue of an inclusive curriculum for teaching the disabled students is pertinent in that it will make it less burdensome for the teachers to interact with the students with visual impairment and hearing impairment. Also, the time for conducting lessons for the students with visual impairment and hearing impairment affects the effectiveness of the work of the teachers, especially since they adhere to the general curriculum. The study has also contributed to the realization that it is difficult to assess the performance of the teachers in the midst of limited resources and ambiguous goals. Besides, to be able to develop effective performance measures, there is the need for the circuit supervisors to cooperate with the head teachers and administrative boards in the schools and institutions to consider the prevailing conditions that confront the work of the teachers, and direct them to the appropriate channels for redress.

7.6 LIMITATIONS OF THE STUDY AND IMPLICATIONS FOR FUTURE RESEARCH

One limitation of the study is that, the study sought to examine the role of teachers at the basic, secondary and tertiary levels of education. However, the research sites were limited to only two public basic schools, one public secondary school and one public university, that is Akropong School for the Blind, Mampong Demonstration School for the Deaf, Okuapemman Senior High School and University of Ghana respectively. This was mainly as a result of the nature of the study, the time constraint and the location of other prospective research sites. This notwithstanding, the study identified relevant factors that influence the role of teachers in providing access to education for the students with visual impairment and students with hearing impairment. In as much as the findings of the study calls for the need of corrective measures on the policy, the study provides a basis for future studies to adopt the theory of street-level bureaucracy and other similar theories to examine the role of teachers in other educational institutions, as well as other public workers who implement policy at the street-level.

Another limitation of the study is that; the study was limited to the implementation of the provision on education of persons with disability in the Persons with Disability Act. The study has therefore provided a basis on which other studies would be conducted in relation to other provisions in the policy. The Persons with Disability Act is broad in perspective, and thus implementing the policy cuts across various agencies and institutions, implementing actors, as well as different implementing resources and measures. Hence future studies may delve into examining the implementation of the other provisions and programs outlined in the policy.

7.7 CONCLUSION

In conclusion, the study has identified that, conditions of work of street-level bureaucrats influence their role in the implementation of policy. That is, the role of teachers as street-level bureaucrats, influenced the implementation of the PWDA's provision on education of persons with disability. In as much as the effective implementation of the policy is essential, there is the need for the government agencies and institutions responsible for the implementation process to observe the teachers who primarily interact with the persons with disability at the front line, as the decisions they adopt shape the outcome of the policy eventually. Although the Persons with Disability Act outlined entitlements of the disabled students for having access to education, there was no emphasis on necessary resources and measures for the teachers responsible for implementing a greater part of the policy's objectives. If teachers are not trained special educators, it will be difficult for them to interact effectively with the disabled students, and also impede the effective participation of the students in the classroom.

Similarly, if the teachers are not equipped with the necessary resources, it will hinder the extent to which they provide the necessary support services to the disabled students. Examining the role that street-level bureaucrats play in implementing policy, therefore, according to Brodtkin, (2008, p. 327) have the “potential to help policymakers and managers confront the fundamental question of how to create policy

and organizational structures that are conducive to good street-level work'' (Cited by Keesler, 2015, p. 55). Incorporating and addressing the work conditions of street-level bureaucrats while designing policy will go a long way to enable policy makers to present clear policy objectives.

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APPENDIX 1: INTERVIEW GUIDE

Introduction question for all respondents

How would you describe the state of access to education for the visually impaired students/ hearing impaired students?

Questions for Teachers

Personal Resources

1. Are you a trained special educator?
2. For how long have you been teaching visually impaired/ hearing impaired students?
3. What class or level do you teach?
4. Do you have a large class(s) of visually impaired/hearing impaired students?
5. What is the number of visually impaired/hearing impaired students in your class?
6. Do you encounter any challenges with the class size? What are they, and how do they affect your role as a teacher?
7. What are the necessary teaching materials and resources required for interacting with the disabled students?
8. Do you have access to these resources in the school/university?
9. What challenges do you encounter in your quest to meet the demands of the disabled students?

Goals

10. Are there prescribed standards of rules and principles that you are required to adhere to?
11. Do you encounter challenges teaching the disabled students according to the standard guidelines and principles of your work? What are those challenges?
12. How do the challenges affect your role as a teacher?

Performance Measures

13. Do you undertake performance appraisals?
14. What kind of performance measures are utilized by the supervisors and appraisee?
15. How does the assessment influence your responsibility as a teacher?

Relations with Clients

16. How do you perceive your relationship with the disabled students in your class?
17. What kind of support services do you provide to the disabled students?
18. What challenges do you encounter when teaching disabled students with different levels of the disability and needs?
19. Does the diverseness of the disabled students influence the relationship?

Role of Teachers

20. Are you compelled to develop coping strategies to make up for the inadequacies and indeterminacies of your work?
21. What are the choices and decisions you make?
22. How do the coping strategies affect the disabled students' access to education?

Questions for Head teachers.

23. Have you on any occasion declined a visually impaired/hearing impaired student admission to the school? What were the reasons?
24. Are there enough teachers for each class of disabled students? What are the reasons for the teacher-student ratio?
25. And does the teacher-student ratio influence the curricula activities of the disabled students?
26. Does the school provide the teachers with the necessary teaching resources and materials?
27. Are there enough assistive devices, support services and facilities available for the disabled students?
28. What impacts does it have on the teaching/curricula activities in the classroom and what measures have been advanced?
29. Do you have special training and rehabilitation classes for the disabled students with extreme conditions?
30. Does the school have standard curriculum and principles on how the teachers are supposed to teach and interact with the disabled students? Does it affect the performance of – (a.) the teachers, (b.) the disabled students?
31. Do the teachers always follow those guidelines? What reasons do they attribute to this situation?
32. Does the school have precise performance measures for assessing the teachers' performance?

33. Who is responsible for performing the assessment? How often is the assessment done?
34. Has the assessment of the teachers' performance been effective? How does it influence the role they perform?
35. How do you perceive the coping strategies developed by the teachers to make up for the indeterminacies of their work?
36. Do the coping strategies affect the performance of – (a.) the teachers, (b.) the disabled students?

Questions for Visually Impaired and Hearing Impaired Students

Background Information:

Level of education

Form of disability

37. Did you encounter any challenges gaining admission to the school/university? What were the challenges, and how did they affect your curricula activities?
38. Do you have access to the necessary assistive devices, support services, and facilities in the school? How does it affect your performance?
39. How do you perceive the teachers' relationship with you in the school/university? How does it affect your performance?
40. Do your teachers provide you with the necessary services and educational needs?
41. Does it make you feel any sense of inclusion and participation?
42. How do you perceive the coping strategies that the teachers develop to make up for the inadequate resources and indeterminacies of their work?

Questions for the Coordinator- Office of Students with Special Needs

43. What are the responsibilities assigned to this office with regards to the visually impaired and the hearing impaired students in the institution?
44. What are the main responsibilities of the resource persons?
45. What is the current number of visually impaired and the hearing impaired students?
46. Do you have enough resource persons who assist the visually impaired and the hearing impaired students in the curricula activities?
47. Does the office provide the necessary assistive devices, and materials to the visually impaired and the hearing impaired students? Could you mention the resources that they have access to?

48. Are the resources enough for the total population of visually impaired and the hearing impaired students in this institution?
49. Does the office provide the lecturers with teaching resources and materials for interactive with the visually impaired students and the hearing impaired students?
50. Have there been any instances where the lectures who have visually impaired and the hearing impaired students in their classes interacted with the office about any challenges they encounter in relation to the teaching activities for the visually impaired and the hearing impaired students?
51. What measures has the office advanced to address the issues?
52. Does the office encounter any challenges in providing the necessary services to improve the participation of the visually impaired students and the hearing impaired students?

Questions for Resource Persons

53. What services do you provide to the visually impaired students and the hearing impaired students?
54. Do you provide auxiliary assistance to the lecturers? What do they entail?
55. How do you perceive the relationship between the teachers/lecturers and the visually impaired students/hearing impaired students?
56. How do you perceive the coping strategies developed by the teachers/lecturers to make up for the inadequacies and indeterminacies of their work?

Questions for Coordinator- Ghana Blind Union

57. What is the role of Ghana Blind Union to ensure that persons with visual impairment have access to education?
58. Based on the assessments you make; how would you interpret the teachers' relationship with the disables students?
59. How often do you visit schools for disabled persons to assess the performance of teachers and the students?
60. Do you have any reported cases of disabled students been denied formal registration in school? What reasons do they attribute to it? And what measures has the outfit advanced?
61. How do you perceive the coping strategies developed by the teachers/lecturers to make up for the inadequacies and indeterminacies of their work?

APPENDIX 2: RECOMMENDATION LETTER



UNIVERSITY OF BERGEN

Department of Administration and Organization Theory

LETTER OF RECOMMENDATION

To Whom It May Concern

This is to introduce Bernice Mary Ansa Aidoo who is a student of mine. She is pursuing an MPhil degree in Public Administration at the Department of Administration and Organisation Theory, University of Bergen, Norway.

She is conducting the research on the following topic:
"Prospects and challenges of access to education for the physically challenged. A case study of the implementation of the Disability Act of Ghana, 2006".

As an important part of this exercise she has to interview various persons and collect relevant documents. I hope you may assist her in the research. The information provided to her is for academic purposes only. Any assistance given to her is highly appreciated.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Steinar Askvik'.

Professor Steinar Askvik
Supervisor

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